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Regional Land Use Plan 2001

Alternatives For The Future

Sacramento Regional Area Planning Commission, Sept. 1976

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INTRODUCTION

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Preface

Land use planning has changed in the last few years from what was once an activity limited to placing symmetrical patterns and colors on maps based upon simple standards to one of the more complex, controversial subject matters within the administrative and decision making structure of local government. Decisions regarding land use now must consider such diverse subjects as air and water quality, transportation systems, housing needs, community identity, growth management, property taxation, social impact, fiscal impact, and noise to stand the tests of time and the courts. While many of those subjects have been a part of the decision making process related to urban development for some time now, they have been considered independently and with little regard for each other. Recently, though, land use planning has increasingly become the pivotal element in the analysis of these interrelated factors. At the same time, we are reaching a point where sound, implementable decisions are virtually impossible because of the volume and complexity of information upon which decisions are dependent. The challenge land use planning faces today is to assimilate the complex issues related to the changing urban environment while enhancing the ability of local government to make comprehensive, workable, and understandable decisions. This document is one effort to meet that challenge.

SRAPC certainly does not have all of the answers to the land use problems in this Region. It does not even have all of the questions. What it does have is a serious interest in working with its member jurisdictions in beginning to solve some of the more significant land use related problems common to all of us. To effectively deal with the thorny problems of air quality, transportation systems, growth management and housing, the four counties and twelve cities of this region are going to have to work in concert to identify mutually acceptable courses of action which will provide the maximum benefit to the most people. We must begin to explore alternatives for future growth, discuss pros and cons of various actions and consider alternative development patterns. This plan is being prepared with those needs in mind. It is being prepared as a catalyst for a regional approach to regional problems to be solved by local government to the benefit of the 900,000 people in the Sacramento Region today.

Purpose

This document is intended to be the initial step of the process which will lead to the adoption of the "Regional Land Use Plan: 2001" and ultimately to the implementation of a comprehensive regional land use action program. This is an attempt to bring together in a single document a discussion of existing land use policy and programs, state/federal land use requirements, and the multitude of issues which directly impact the land use decision making process. Out of this comprehensive discussion, some alternative courses of action for local government are expected to become evident. Related to those courses of action, a second purpose is to provide technically accurate, understandable, above all, useful information to the general public, planners, and elected officials regarding land use in the Sacramento Region.

Decisions related to the use of land are among the most important made by cities and counties. In many cases those decisions have implications on an area greater than their own boundaries, (e.g., a transportation system, air quality or population growth management). **Another purpose of this plan, therefore, is to augment or assist city and/or county decisions by providing a regional scope to regional problems for which solutions can only be achieved effectively (and legally) at the local level.**

Still another purpose of this document and the Regional land use planning program is to satisfy federal requirements under the HUD 701 funding program for land use elements. Those requirements state an areawide planning agencies:

“... shall include the following in its land use element:

(1) Long and short term policies, and where appropriate administrative procedures and legislative proposals, with regard to where growth should and should not take place;

(2) The type, intensity and timing, of growth;

(3) Studies, criteria, standards and implementing procedures necessary for guiding and controlling major decisions as to where growth shall and shall not take place; and

(4) Policies, procedures, and mechanisms necessary for coordinating local, areawide, and State land use policies with functional planning and capital investment strategies, when available, and improvements in governmental structures, systems and procedures that will facilitate the achievement of land use objectives.”

In addition to the federal requirements, legislation has been introduced in the State legislature which would require regional land use plans. This program represents a head start on satisfying potentially new legislative requirements.

Process

Work on developing a regional land use plan most recently began in June, 1974. Considerable thought and discussion has taken place over the last one and one-half years in formulating a scope, purpose, and direction for the plan. **By December, 1977, a “Regional Land Use Plan: 2001” will be presented for adoption by the Sacramento Regional Area Planning Commission. Between now and then, extensive public discussion and refinement of alternative futures is expected to take place so that the widest possible range of opinion can be taken into consideration by the Commissioners.** Presentations of this document will be made throughout the Region at public hearings, to citizen or special interest groups, to professional organizations and to individuals. The Commission will periodically conduct public hearings during 1976 and 1977 which will culminate in the adoption of a plan which will provide the basic framework for land use plans and action programs in the four counties and twelve cities throughout the Region. The plan will also provide the basis for more detail studies and action programs at the regional level intended to implement the plan.

Why A Plan For 2001?

The primary reason a plan for any purpose is devised is to facilitate agreement by the users of the plan on a future course of action. In the case of the Regional Land Use Plan, expectations for future growth and development are anticipated and planned for within agreed upon limitations (e.g., preservation of prime agricultural land, achievement of air quality standards or access to adequate housing for all citizens). Because many of the subjects this plan addresses are complex and change is effected slowly, a fairly long time period is required to anticipate problems and implement action programs. A long time period also allows for adequate review of changing conditions and assessment of programs—if certain actions appear to be ineffective, adjustments can be made early enough to allow for continued progress toward a specific goal.

The year 2001 has been chosen for a couple of reasons. A 25 year planning period is within accepted standards for long range planning periods. Since that standard has not been shown to be inappropriate, it makes sense to use it. Secondly, 2001 has certain unknown, fascinating connotations: it's a new century; it holds great possibilities for significantly new ways of life; it is the year in which a major science fiction tale of a strange but certainly possible future was set. A land use plan for the same year demonstrates how really close we are to some of those things we may consider beyond our concern. It should encourage us all to think seriously about what we want our future to be like while we still have some control over its determination.

Historical Perspective

The first effort toward a regional approach to land use planning was the Regional Physical Development Element of the Regional General Plan, adopted by SRAPC in November, 1971. This plan dealt primarily with general development issues of how much, where and when. The major findings concerned population projections, land use projections, staged development, utilizing skipped over land, and the concept of quality over quantity.

The second edition of the Physical Development Element was adopted in August, 1973. The findings, goals, and policies of the first edition were updated based upon new census information, actions of local government and citizen feedback. At the same time, the Environmental Quality Element of the Regional General Plan was also adopted. This second of the three general plan elements addressed land use from the perspective of the natural (as distinguished from the physical) environment. Specific goal and policy statements regarding the location of urban areas as they relate to the natural environment (i.e., riparian habitats, prime agricultural soils) are central to this Element.

It has been three years since the second edition of the Physical Development Element was prepared. Much has occurred during that time which directly influences the regional land use policy. New responsibilities for 208 Water Quality Planning and Air Quality Maintenance Planning have been assumed by the Commission. New information and technology make possible (and in some cases,

necessary) more detailed analysis of impacts and decisions. **New issues such as energy availability and air quality loom on the horizon with a potential for preempting land use decisions based upon current policy and information. Such factors addressed as assumptions in the Physical Development Element (e.g., population will increase at a substantial rate, the automobile will continue to dominate the transportation system) must be dealt with today as parts of a range of alternatives.**

The land use implications of the Physical Development Element will be the focus for the Regional Land Use Plan: 2001. Other related issues such as recreation activities and facilities, and waste management are addressed in other regional plans and programs (note the following section which describes the comprehensive regional planning program). Those issues which directly impact the character, location, and intensity of land use, such as transportation, air quality, and residential development and housing, will actually form the essence of the land use plan alternatives.



The Regional Planning Program

The Sacramento Regional Area Planning commission is engaged in a comprehensive planning program for its four county Region. The Comprehensive Program contains three levels of plans. The primary level is the Regional Policy Guide of which the Physical Development Element is one part. The Regional Policy Guide will contain concepts, major findings, goals and policies that describe and direct the condition of the Region from now to 1990. The comprehensive nature of the Plan means it deals with virtually all aspects of the 1990 condition. For budget and program purposes, the Regional Policy Guide is being developed as three related elements: The Physical Development Element, the Environmental Quality Element, and the Human Resources Element. The three separately prepared elements insure that the Regional planning program is based on comprehensive input from the development, environmental, and social sectors.

The second level of the planning program consists of functional plans for issues of Regional concern. Eleven plans and programs have been suggested of which one is the Regional Land Use Plan. These eleven subjects run the gamut of Regional concerns. The function of each plan is to translate the policies of one or more elements into proposals and a program for one subject.

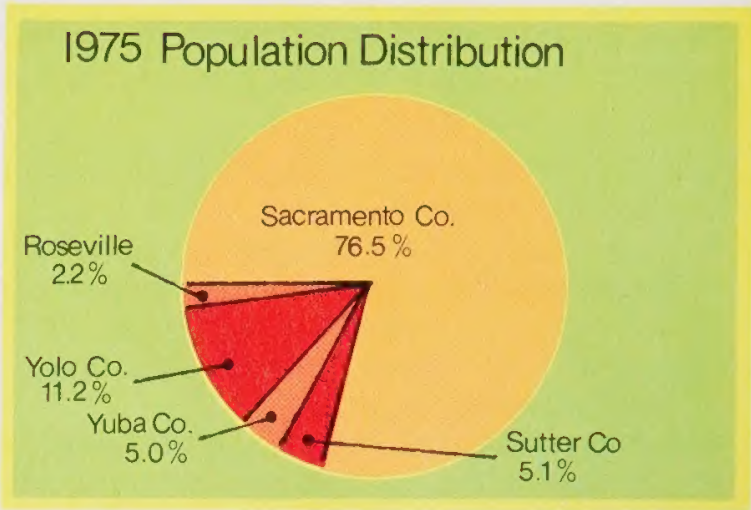
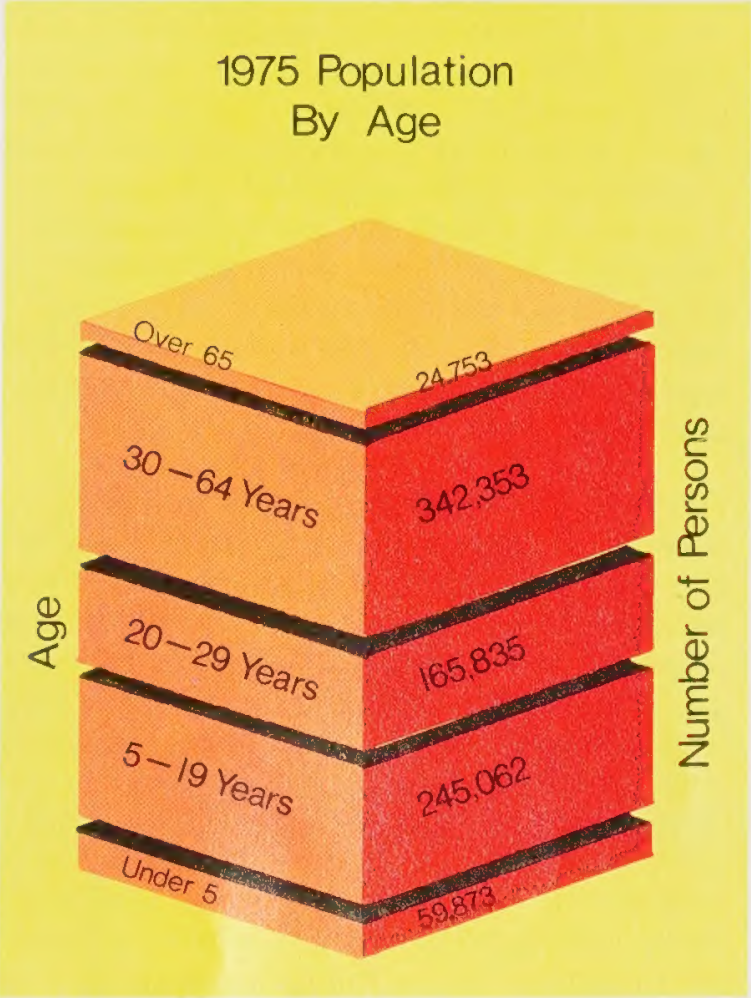
The third level of the planning program consists of other areawide plans which are the responsibility of other agencies. Those plans, once developed, must be integrated into SRAPC's program to achieve comprehensive, effective solutions to identified problems.

EXISTING CONDITIONS

Population

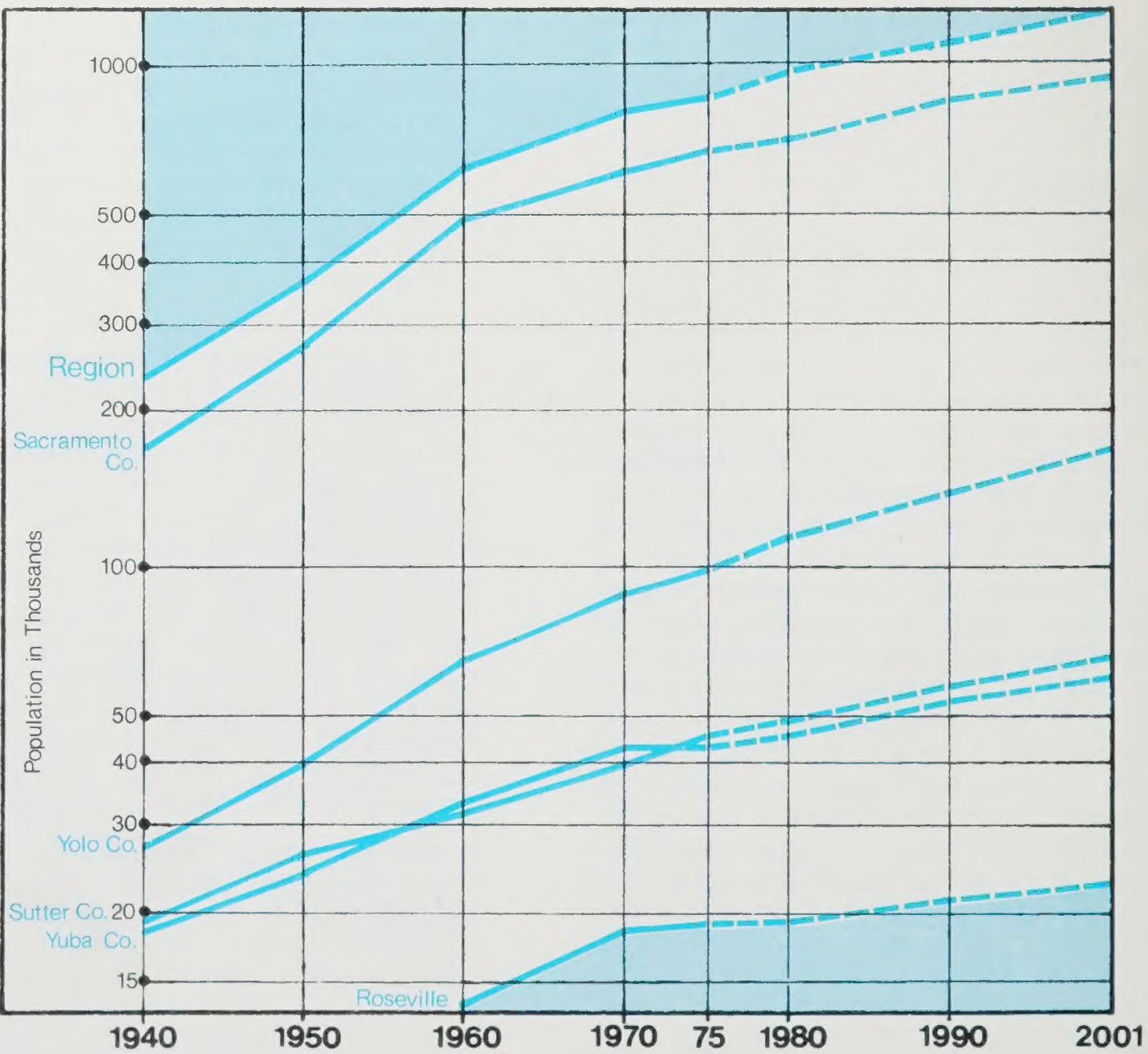
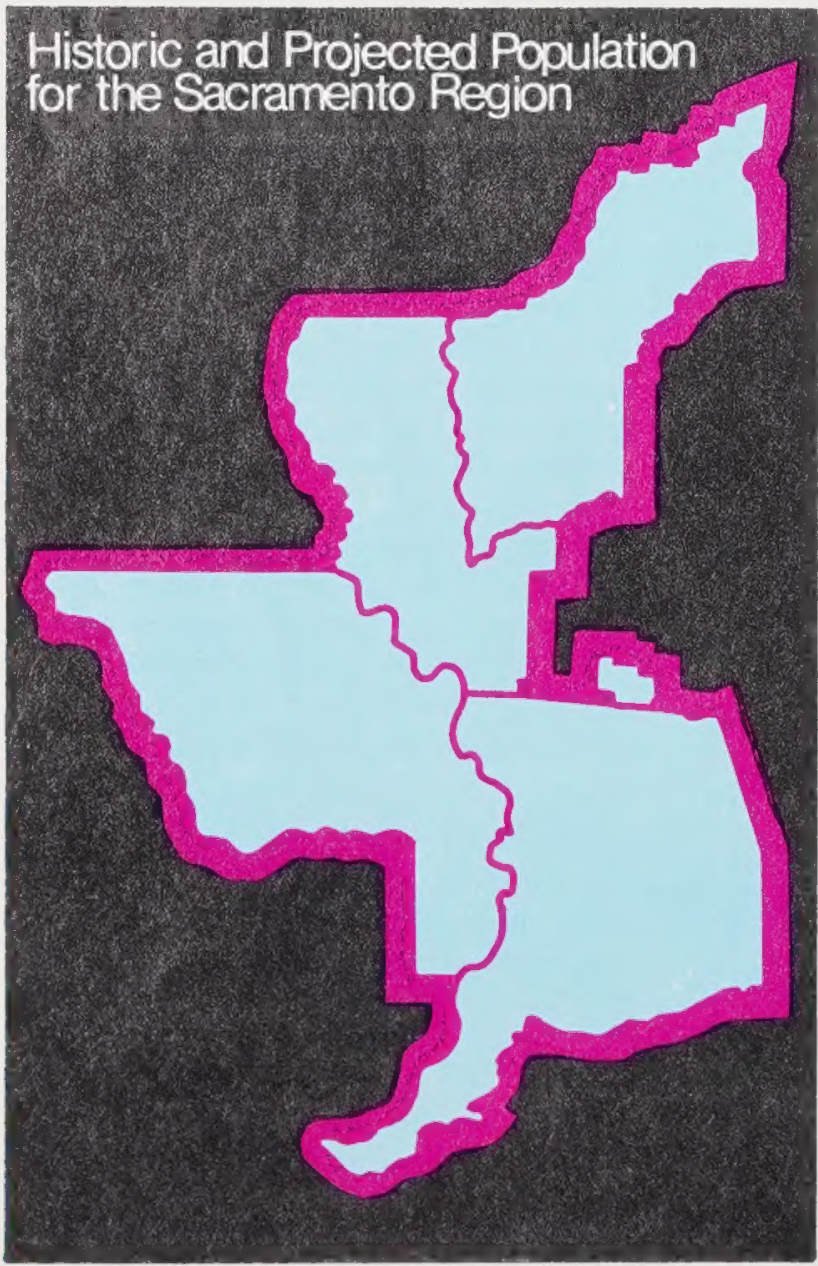
The Region's population stood at 898,329 in mid 1975 according to a 1975 special census of the population. Specific breakdowns of those people by jurisdiction, age and sex can be seen in the following tables.

Regional population trends are similar to state and national trends. **For the first time since 1955, there will soon be more people over 30 than under and this majority will increase as the century nears its end.** The main reason for this phenomenon is that the children of the post World War II baby boom are not building families as fast as their parents did. Of state and local significance is the emergence of the single person "family." While children born in today's families have slowed or have been postponed, the demand for housing has increased. The single persons and the increase of families being created are placing a tremendous pressure on the housing industry. Locally, population is growing at a decreasing rate. The Region's current growth rate is 1.57 per cent annually, slightly higher than the state at 1.53 per cent, for the period 1970 to 2001. The age distribution follows the national trends with skewing toward older age groups.



1975 Population By Sex

| | TOTAL | MALE | FEMALE |
|------------|---------|---------|---------|
| Sacramento | 686,325 | 335,836 | 342,184 |
| Sutter | 46,003 | 23,172 | 22,690 |
| Yolo | 100,783 | 50,827 | 49,538 |
| Yuba | 44,952 | 21,985 | 21,085 |
| Roseville | 20,266 | 9,972 | 10,229 |
| Total | 898,329 | 441,792 | 445,726 |



Employment

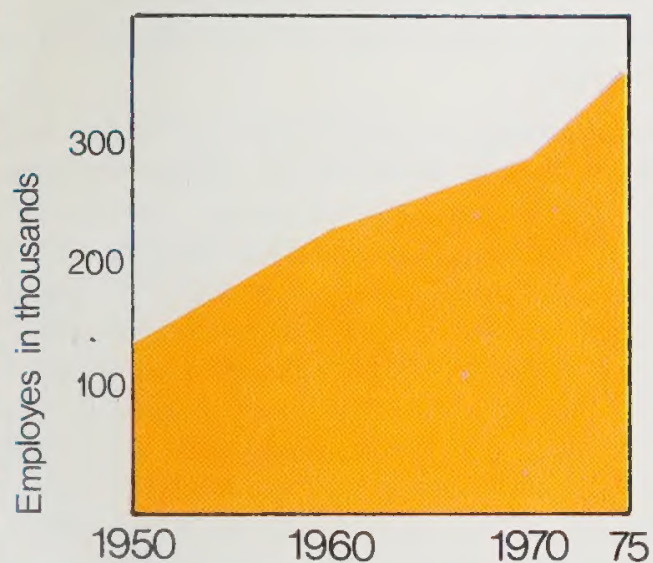
Total employment in the Region rose from 291,321 in 1970 to 387,088 in 1975. Major increases occurred in all jurisdictions. Employment gains over the last few years have been concentrated in service, trade and government sectors. Smaller advances were recorded in construction and manufacturing, while agriculture experienced a reduction in employment caused by increased mechanization.

The unemployment rate rose from 7.2 per cent in 1970 to over 9 per cent in 1975. All jurisdictions have experienced rises in unemployment with the Sutter-Yuba County area recording a 13.6 per cent rate in mid 1975.

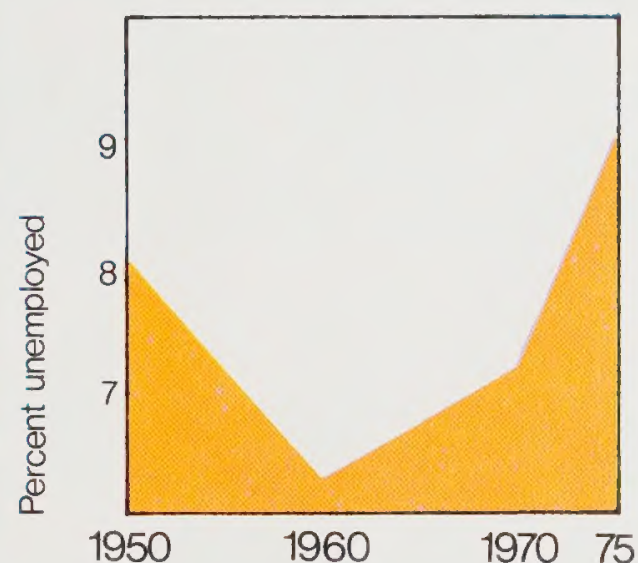
The region's largest employer is government, accounting for more than one-third of all employment. State government, the University of California at Davis, California State University, Sacramento, four community colleges, and four major Federal government installations are the major contributions to the numbers of government workers.

Sacramento, as a regional business center supports a large finance, insurance, and real estate industry and an important regional wholesale and retail trade center. The smaller population centers in the Region are tied strongly to agriculture and agriculturally oriented employment.

Employment

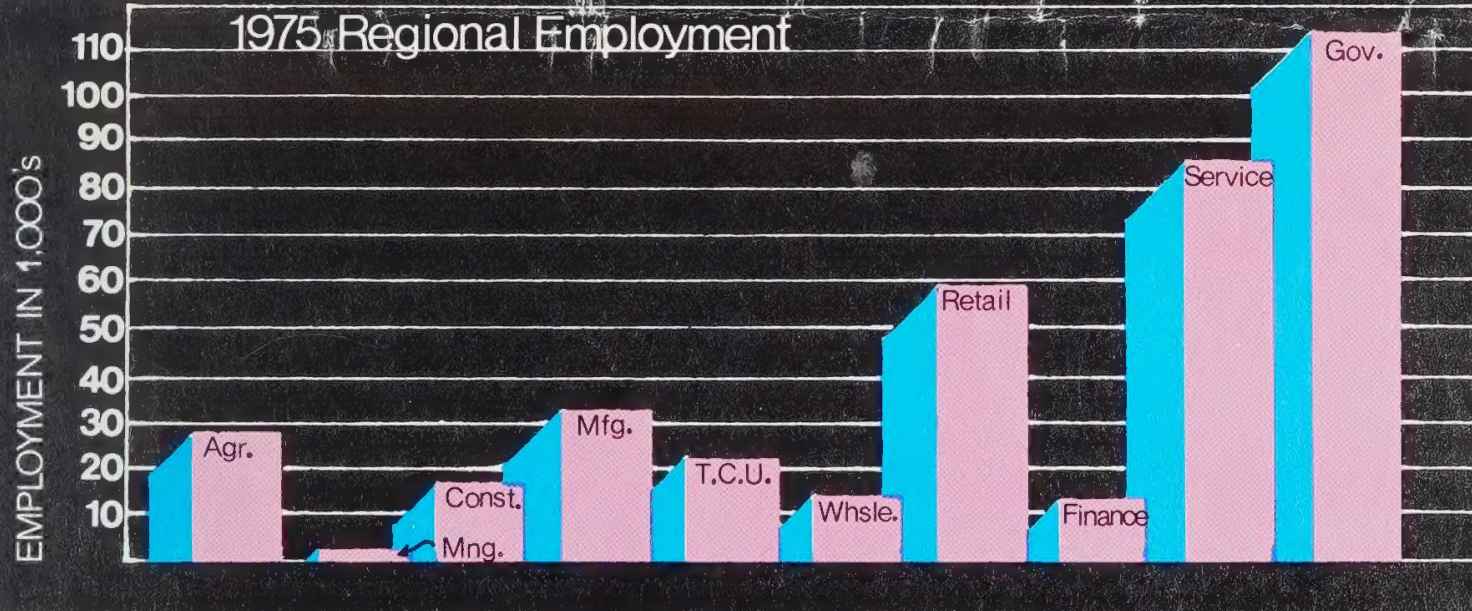


Unemployment Rate

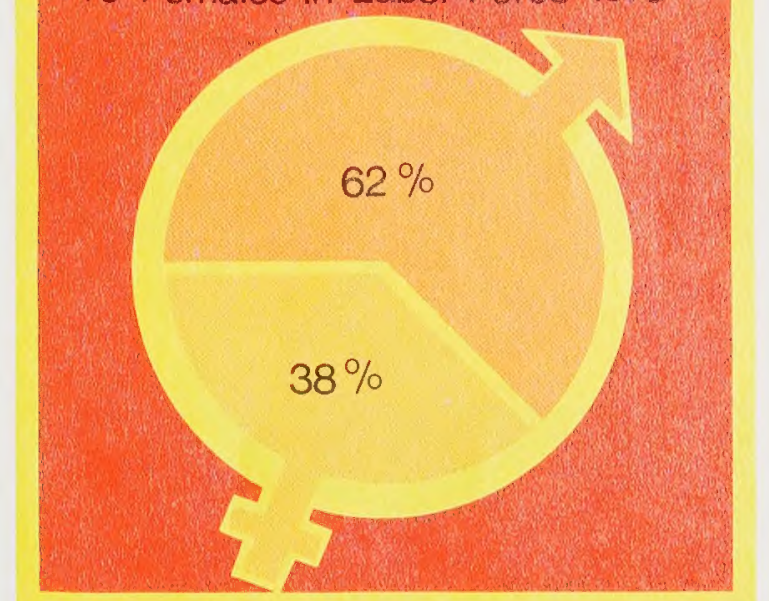


Source: U.S. Census of Population

1975 Regional Employment



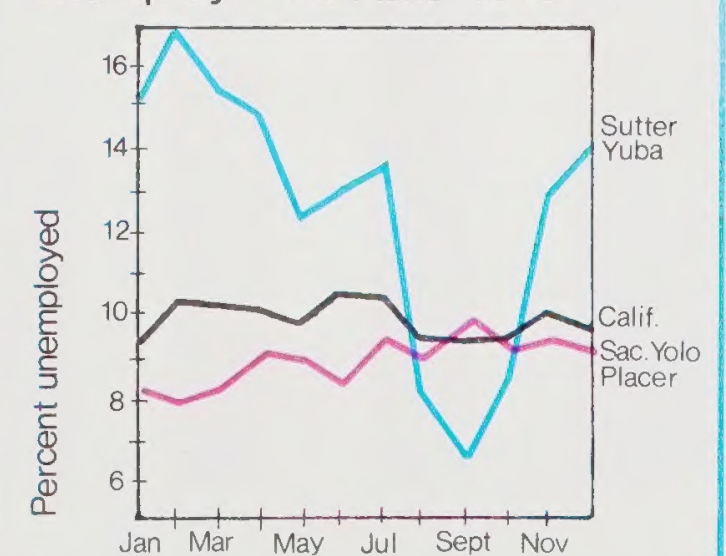
% Females in Labor Force 1975



1975 Employment by Type

| | Total | Agriculture | Mining | Construction | Manufacturing | Tele-Communications & Utilities | Wholesale Trade | Retail Trade | Finance | Service | Government | Other |
|-------------------|---------|-------------|--------|--------------|---------------|---------------------------------|-----------------|--------------|---------|---------|------------|-------|
| Sacramento County | 289,119 | 6,133 | 86 | 12,828 | 19,802 | 16,610 | 12,602 | 47,118 | 11,041 | 70,576 | 91,907 | 415 |
| Sutter County | 20,431 | 8,355 | 14 | 872 | 3,261 | 676 | 223 | 2,300 | 386 | 2,700 | 1,629 | 15 |
| Yolo County | 50,362 | 11,595 | 111 | 1,467 | 8,585 | 2,360 | 1,384 | 4,627 | 1,343 | 6,138 | 12,714 | 38 |
| Yuba County | 19,224 | 2,416 | 23 | 633 | 1,426 | 1,223 | 420 | 2,115 | 362 | 3,705 | 6,895 | 6 |
| Roseville | 7,952 | 186 | 7 | 311 | 162 | 2,739 | 40 | 1,849 | 314 | 2,259 | 75 | 10 |
| TOTAL | 387,088 | 28,685 | 241 | 16,222 | 33,236 | 23,608 | 14,669 | 58,009 | 13,446 | 85,378 | 113,221 | 484 |

Unemployment Rate 1975



Source: U.S. Census of Population

1925

1950

Land Use

The Sacramento Region covers an area of approximately 3,317 square miles (2,123,123 acres). About 11 per cent of the Region is urbanized (233,500 acres) although about 12 per cent or 27,000 acres of that urban area is vacant. A major portion of the urban area consists of the Sacramento metropolitan area.

The remaining 89 per cent of the Region consists of one type of non-urban open space or another. Almost half of the Region is cultivated, irrigated agricultural land (950,000 acres). This land lies generally down the middle of the Region, in the historical flood plains of the Sacramento and Feather Rivers. Most of Sutter County, the eastern two-thirds of Yolo County, and the Sacramento County delta area comprise the majority of these agricultural land, where the soil is rich and fertile.

The remaining 44 per cent of the Region is dry pasture, forest, grass lands, water surface or vacant. The dry pasture areas, concentrated in southeastern Sacramento County and the middle of Yuba County are used for grazing and non-intensive agricultural activities. The forest lands are concentrated in two areas: the Sierra Nevada mountains of northern Yuba County and the Vaca mountains of western Yolo County. The only commercial forestry activities in the Region are in Yuba County. Examples of vacant non urban land include dredge trailings left from gold dredgers, marsh land, vacant land on urban fringes.

Much of the Region's land is potentially available for urban development. At the same time, significant amounts of uncultivated dry pasture is available for more intense agricultural development. About two-thirds of the Region today is not developed nor subject to hazards such as water, flooding or steep slopes. Most local plans exclude much of those potentially developable land from development in an effort to preserve prime agricultural lands and maintain orderly urban growth. Should public policy change in those regards, over 1.4 million acres are available to accomodate new priorities. If those priorities include an emphasis toward agricultural development, marginal or potential prime agricultural lands occupy 10-15 per cent of the region as dry pasture or grass lands which could be converted to more highly productive, irrigated and planted agricultural lands.

1975

2001?

Housing And Residential Density

The Sacramento Region's housing supply is becoming increasingly diversified in type and cost. The three basic types of housing in the region are single family residence, mobile homes and multiple family dwellings. The 1975 census indicates a total of 338,781 dwelling units in the region. Of that total, 220,309 are single family (65%), 101,955 are multiple family (30%), and 14,699 are mobile homes (4%). the average vacancy rate in the region is 6.2 per cent, with a range of 4.66 per cent in Roseville and 9.92 per cent in Yuba County.

The cost of housing in the Sacramento Region is also experiencing an upward trend. Though many single-family dwellings in the Region are valued at less than \$20,000, the availability of these units is low and the turnover slight. During 1973, half of the units that were sold in the Sacramento Region sold for \$25,000 and up.

Housing Characteristics
1975 Census

| | Sac Co | Sutter Co | Yolo Co | Yuba Co | Roseville | |
|-----------------|---------|-----------|---------|---------|-----------|---------|
| Housing Units | | | | | | |
| Total * | 261,265 | 16,355 | 37,537 | 16,042 | 7,582 | 338,781 |
| Single Family | 168,223 | 12,237 | 23,099 | 10,880 | 5,870 | 220,309 |
| Multiple Family | 82,181 | 2,990 | 12,058 | 3,113 | 1,613 | 101,955 |
| Mobile Home | 9,279 | 989 | 2,367 | 2,027 | 37 | 14,699 |
| Vacant | 6.02 | 5.51 | 7.14 | 9.92 | 4.66 | 6.2 |
| Household Size | 2.74 | 2.95 | 2.74 | 2.95 | 6.2 | 2.65 |

* Includes miscellaneous and undefined housing units

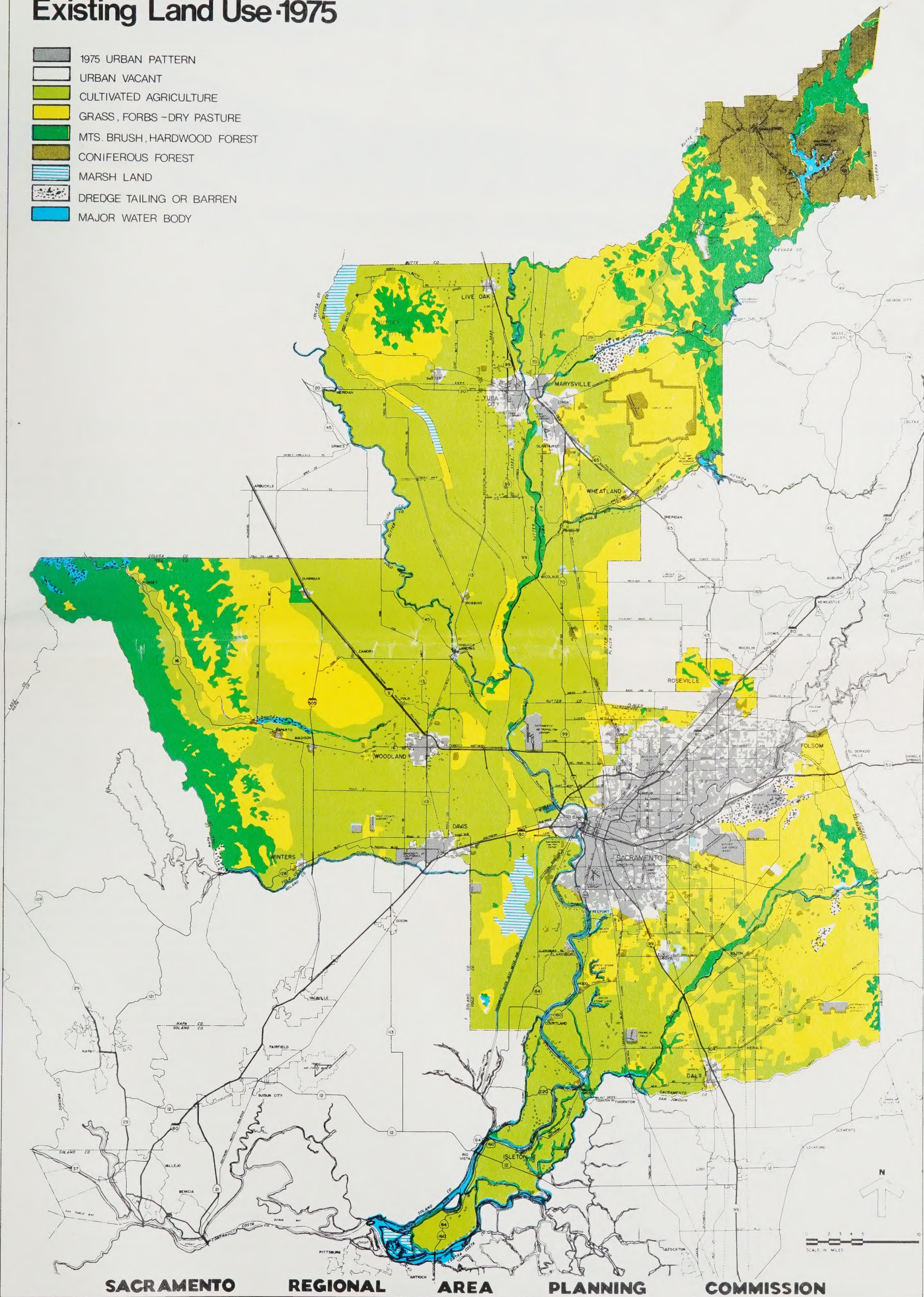
Estimated Selling Price of Both New
and Resale Single Family Home-1973

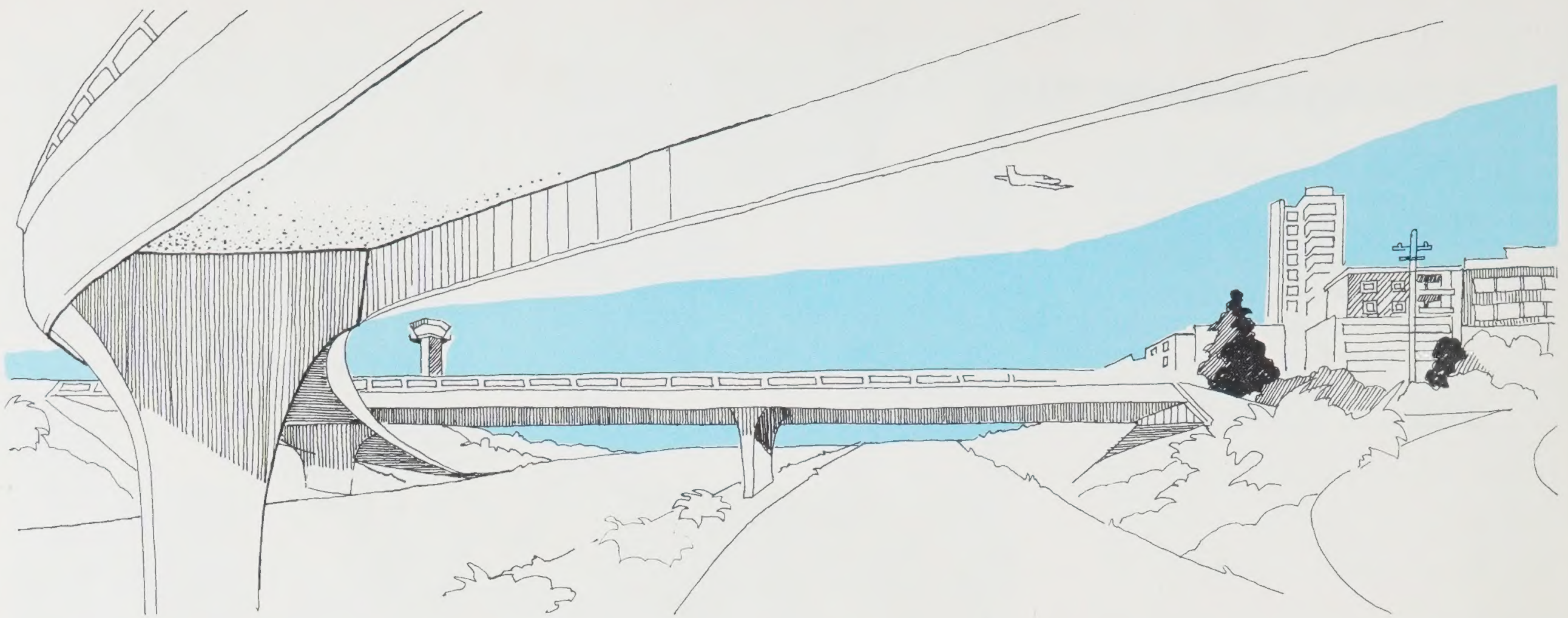
| | Sac. Co. | Sutter Co. | Yolo Co. | Yuba Co. | Roseville |
|---------------------|----------|------------|----------|----------|-----------|
| Less Than \$15,000 | 6% | 7% | 9% | 24% | 3% |
| \$15,000 - \$19,999 | 23% | 20% | 16% | 32% | 11% |
| \$20,000 - \$24,999 | 23% | 26% | 20% | 26% | 28% |
| \$25,000 - \$34,999 | 26% | 36% | 36% | 15% | 39% |
| \$35,000 - or More | 21% | 12% | 19% | 2% | 19% |

Source: Society of Real Estate Appraisers, Market Data Center, April 1974

Existing Land Use-1975

- 1975 URBAN PATTERN
- URBAN VACANT
- CULTIVATED AGRICULTURE
- GRASS, FORBS - DRY PASTURE
- MTS. BRUSH, HARDWOOD FOREST
- CONIFEROUS FOREST
- MARSH LAND
- DREDGE TAILING OR BARREN
- MAJOR WATER BODY





Existing Transportation Facilities

RAILROADS

- PASSENGER SERVICE (AMTRAK)
- FREIGHT SERVICE
- ★ AMTRAK STOP
- ⊙ MAJOR FREIGHT TERMINAL

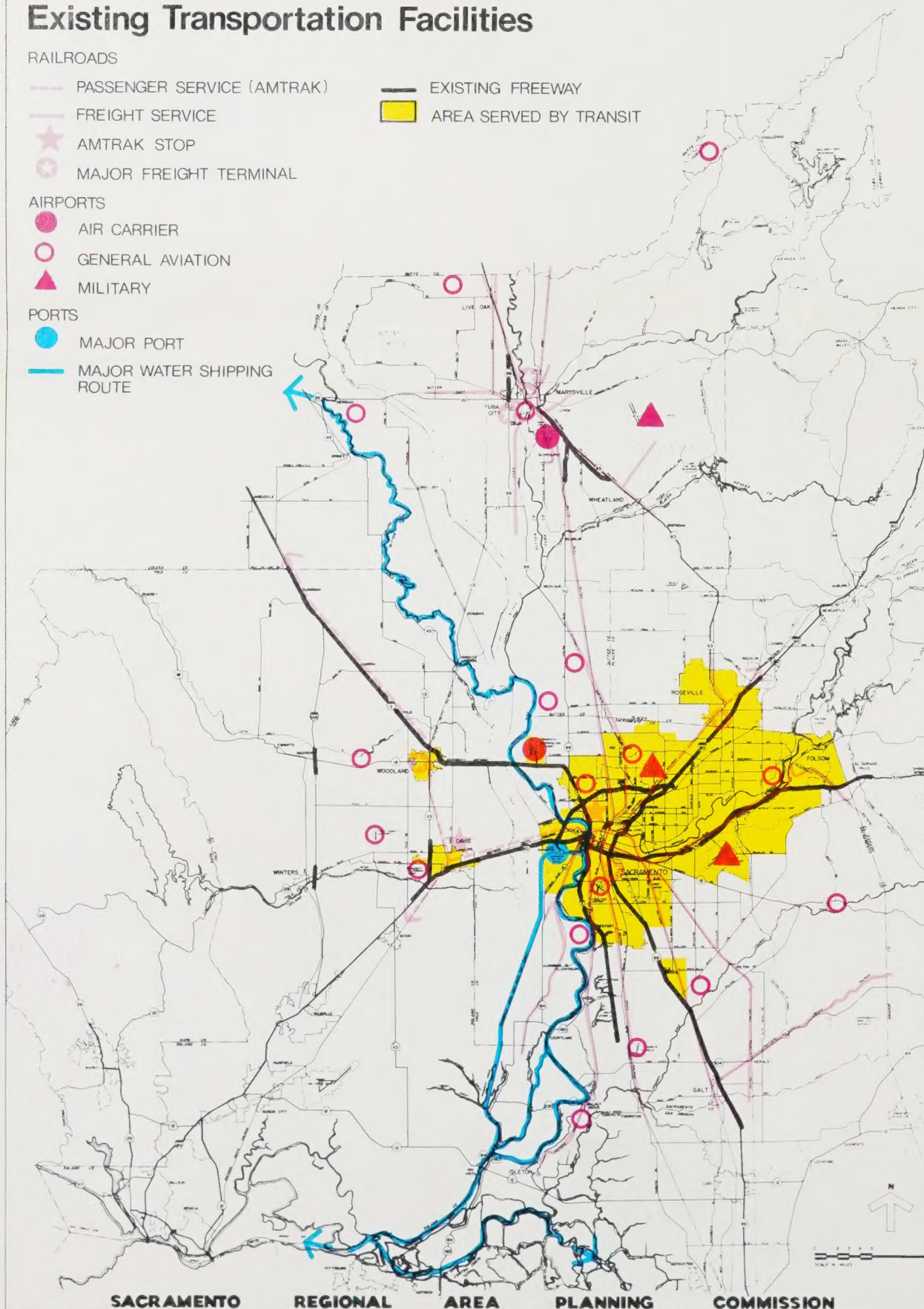
AIRPORTS

- AIR CARRIER
- GENERAL AVIATION
- ▲ MILITARY

PORTS

- MAJOR PORT
- MAJOR WATER SHIPPING ROUTE

- EXISTING FREEWAY
- AREA SERVED BY TRANSIT

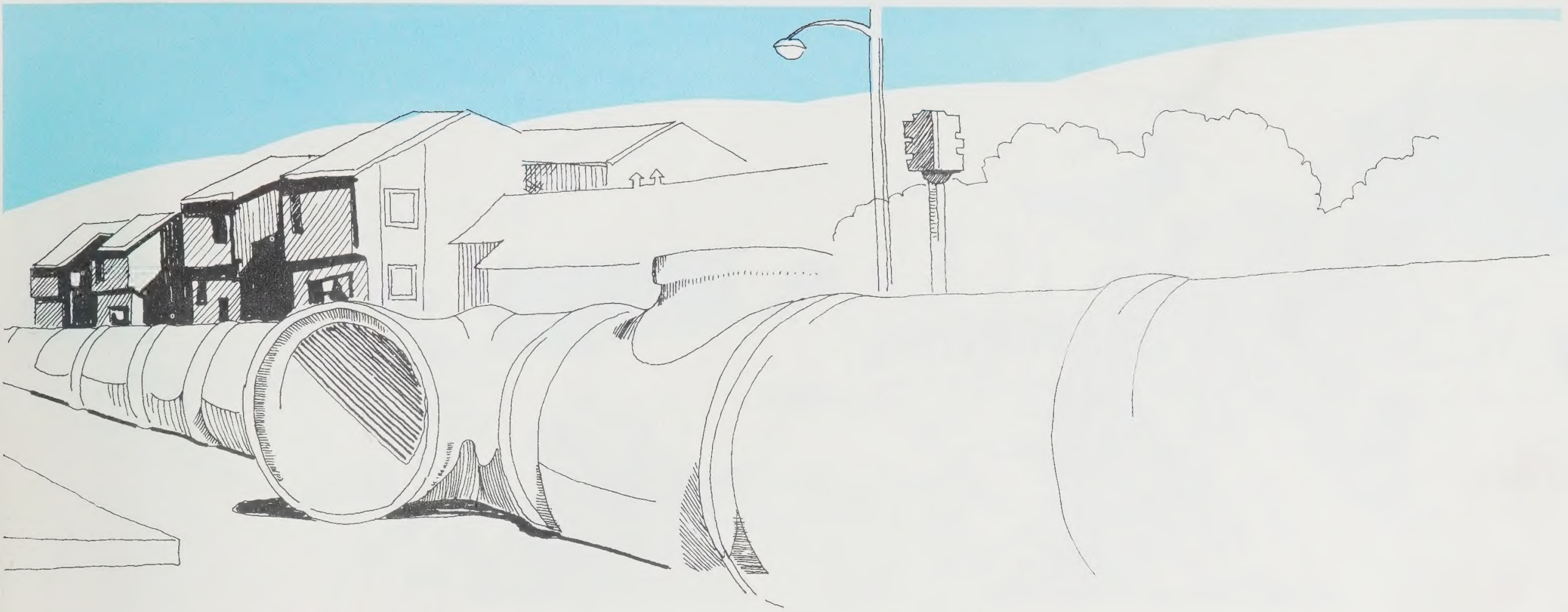


Transportation

There are presently, within the region, approximately 4,500 miles of streets and highways, including 180 miles of freeways and 340 miles of conventional two-lane highways. The Sacramento Regional Transit District operates a fleet of 207 buses (184 in service at evening peak), over 1,097.7 route miles within the Sacramento area, including East Yolo, Davis, Woodland, Roseville, Folsom and Elk Grove. Greyhound and Trailways provide inter-city bus transportation through the Region. Numerous special purpose mini-bus services are operated in the Region, providing limited service to the elderly and handicapped. Unitrans, in Davis, provides extensive bus service in the City primarily for the University of California students, but any person may use it.

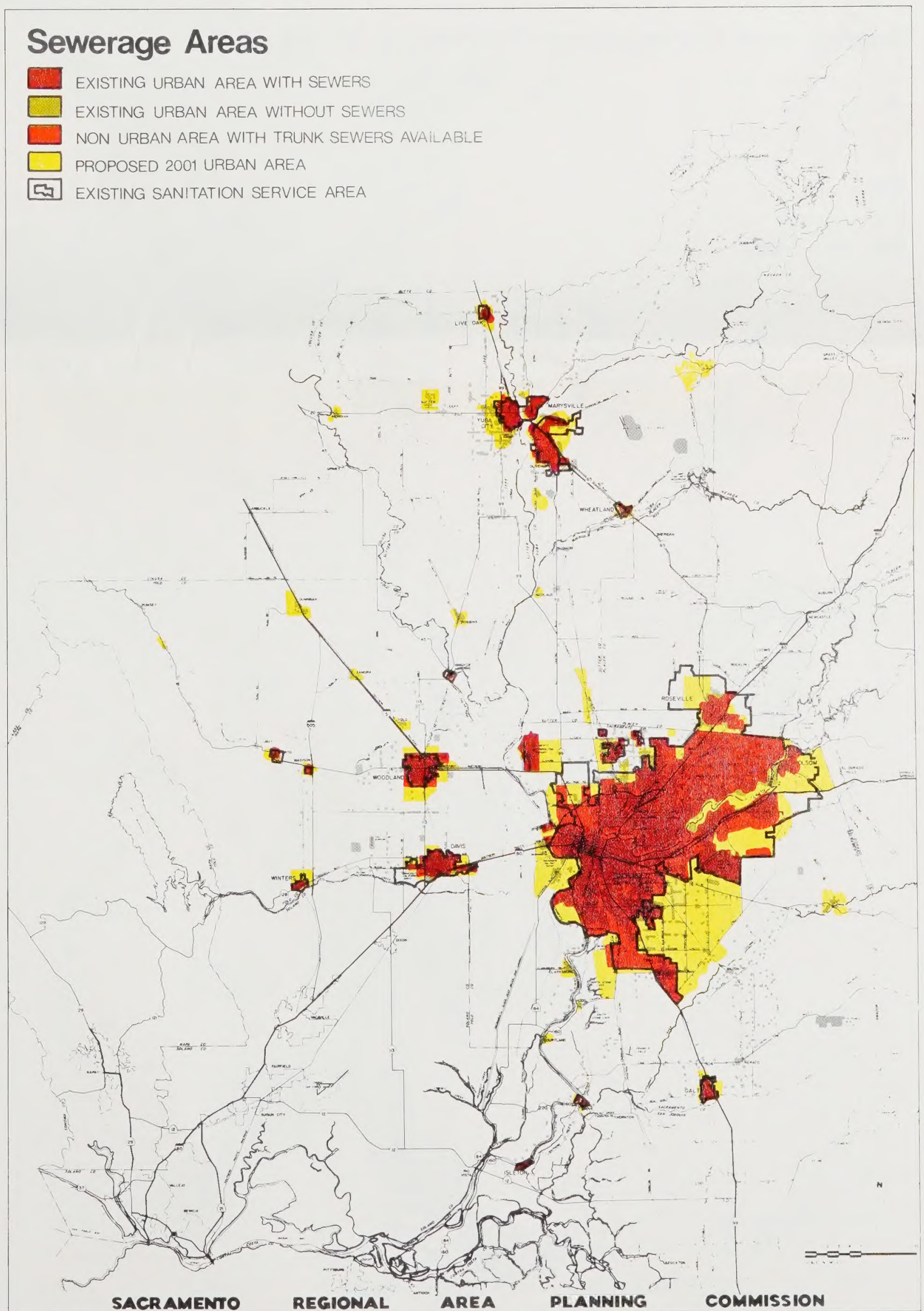
AMTRAK is the only rail passenger carrier in the Region. It makes two stops in the Region (Sacramento and Davis). The east-west Chicago to San Francisco service stops in Sacramento. The north-south route from San Diego to Seattle stops in Davis. Frequency of service on the two routes includes both a daily arrival and departure schedule at the two stations.

Within the four county, 12 city region, there are 48 airports. Nineteen of these airports are open to public use, three are military airfields, and one is an air carrier airport (Sacramento Metro). Twenty-five facilities are private. There are other modes of transportation in the Region (water, bicycle, horse, feet) but they do not have a direct relationship to the changing character and patterns of land use in the Region.



Urban Infrastructure

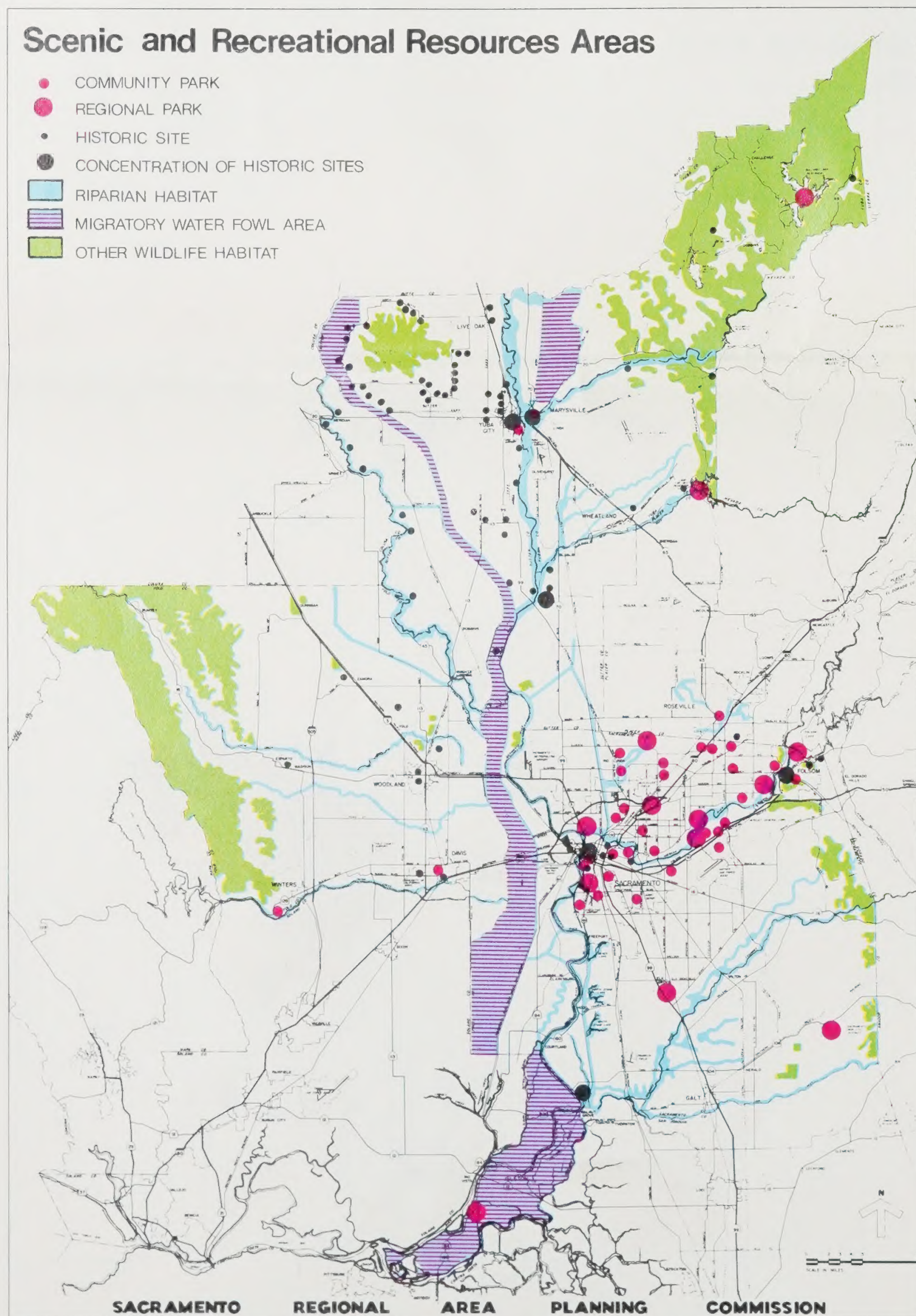
The urban infrastructure is the combination of those facilities which comprise the foundation for urban development. Those facilities include water and sewer facilities, roads, communication systems, power supply and schools. Roads are discussed in some detail in the section on transportation. Location of communications and power supply tend to have little influence on land use patterns (although availability of energy has a significant long term effect on land use). Water, sewers and schools have the most significant impact upon development as it relates to the urban infrastructure. The map indicates the extent of sewer facilities in the region. Generally, significant urban development will not occur outside of that area until new facilities are extended. The extension of those new facilities sometimes is subject to great controversy, since without them, property development is severely limited even with the other facets of the infrastructure present. Schools are another part of the infrastructure subjected to controversy. Many times existing facilities are not adequate to service new development which occurs, yet financing is not available for additional facilities.





Scenic and Recreational Resources Areas

- COMMUNITY PARK
- REGIONAL PARK
- HISTORIC SITE
- CONCENTRATION OF HISTORIC SITES
- RIPARIAN HABITAT
- MIGRATORY WATER FOWL AREA
- OTHER WILDLIFE HABITAT



Areas Of Critical Environmental Concern

Areas of critical environmental concern have been identified in response to a 1970 legislative directive establishing a State Land Use Policy. The scope of the State involvement under the directive was to assume the role as a data source and as a policy maker. It has been the responsibility of the State Office of Planning and Research to develop a program which would implement that role. The result was Environmental Goal and Policies Report, (OPR, June 1, 1973) from which came the term "areas of critical concern." This report contains a series of goals and policies which relate to specific areas of critical environmental concern. The report also establishes the criteria for evaluating projects as to their impact on those areas of critical concern.

There are 14 separate categories of critical areas, grouped in three subject areas listed below. All but two of the 14 categories are mapped on the following pages. Open space surrounding metropolitan areas is not well defined and has an undetermined usefulness in the planning process. The entire Region is in a critical air area.

Scenic, Scientific, Educational and Recreational Resource Areas

- 1) Park, Reserve and Wilderness Areas
- 2) Recreation, Access and Connecting Links
- 3) Historic, Archeological and Cultural Areas
- 4) Wildlife Habitats
- 5) Open-space Surrounding Metropolitan Areas

Resource Production Areas

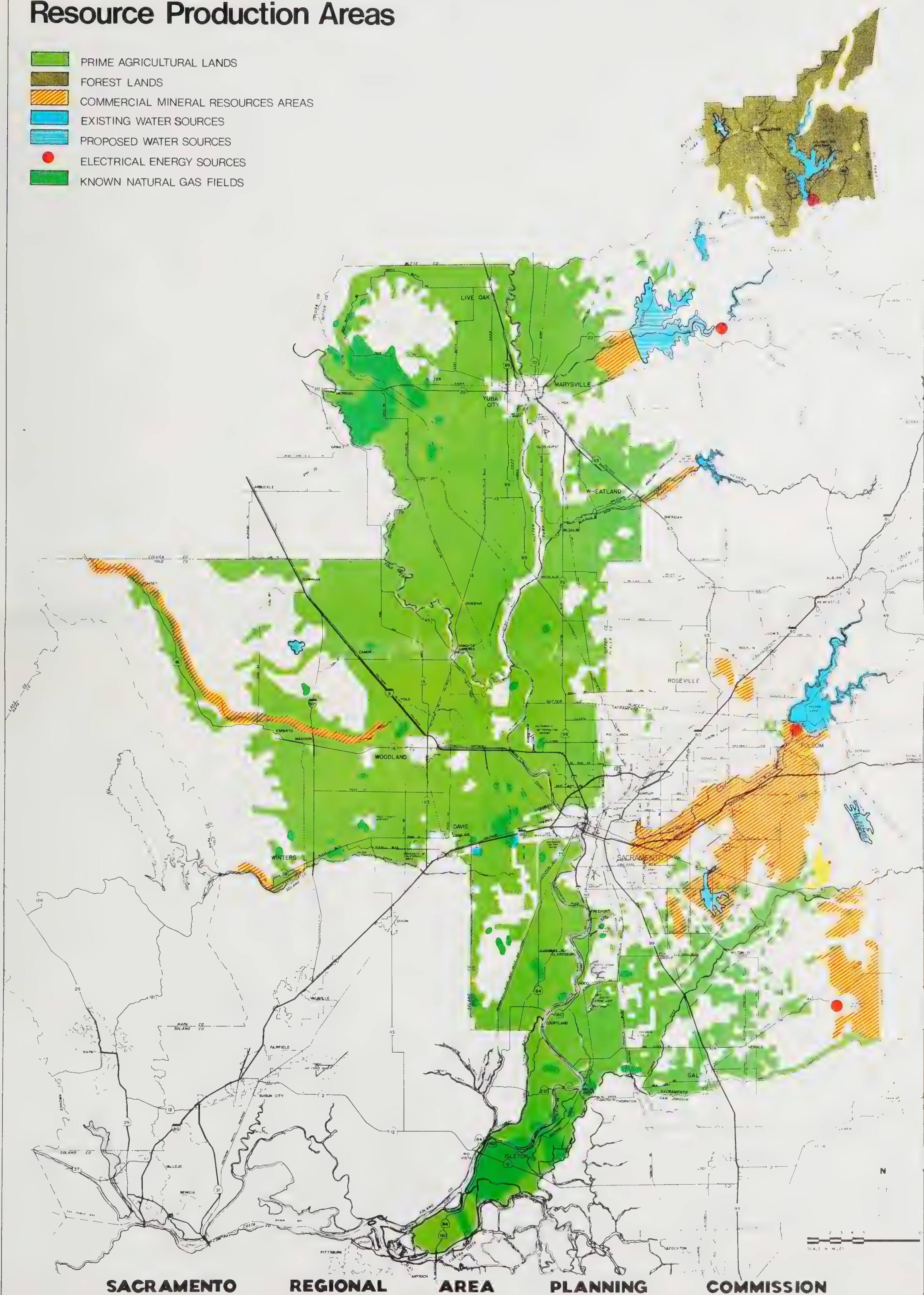
- 6) Forest Lands
- 7) Agricultural Lands
- 8) Mineral Areas
- 9) Water Sources
- 10) Energy Sources

Hazardous Areas

- 11) Geologic Hazard Areas
- 12) Fire Hazard Areas
- 13) Flood Prone Areas
- 14) Critical Air Areas

Resource Production Areas

- PRIME AGRICULTURAL LANDS
- FOREST LANDS
- COMMERCIAL MINERAL RESOURCES AREAS
- EXISTING WATER SOURCES
- PROPOSED WATER SOURCES
- ELECTRICAL ENERGY SOURCES
- KNOWN NATURAL GAS FIELDS



SACRAMENTO

REGIONAL

AREA

PLANNING

COMMISSION

Hazardous Areas

FAULTS

- WITH SURFACE RUPTURE
- - - WHERE APPROXIMATELY LOCATED
- WHERE CONCEALED
- ▲▲▲ THRUST FAULT

EPICENTERS

- MAGNITUDE 4.0-4.9
- ◐ MAGNITUDE 5.0-5.9
- MAGNITUDE 6.0-6.9

EARTHQUAKE INTENSITY

- I MINOR TO MODERATE
- II MODERATE
- III MAJOR

FLOOD PRONE AREAS

- AREAS SUBJECT TO FLOODING
- AREA BELOW SEA LEVEL

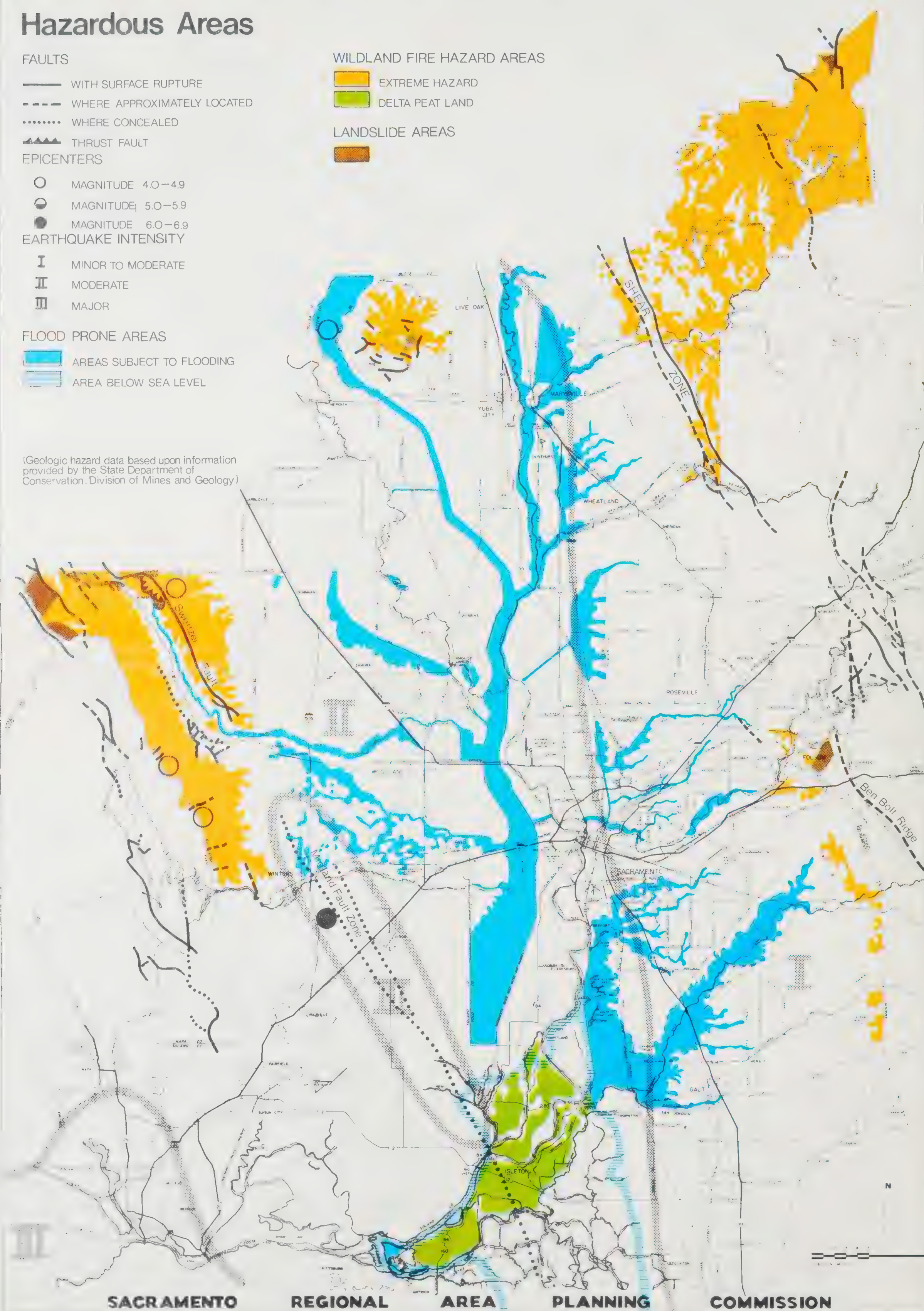
WILDLAND FIRE HAZARD AREAS

- EXTREME HAZARD
- DELTA PEAT LAND

LANDSLIDE AREAS

-

(Geologic hazard data based upon information provided by the State Department of Conservation, Division of Mines and Geology)



SACRAMENTO

REGIONAL

AREA

PLANNING

COMMISSION

Policies

The Commission has adopted a significant number of policy documents dealing with a wide variety of subjects. The Physical Development and Environmental Quality Elements have been discussed earlier in this plan and as serving as the basis for the plan preparation. A major purpose of this plan is to review those goal and policy statements from adopted plans in light of present day needs, information, and attitudes and determine which policies continue to be appropriate, which should be revised, and if any new policies should be adopted. Some regional plans and programs contain specific land use policies as they relate to the specific subject (e.g.: transportation and open space). Other plans and programs contain implied land use policies (housing and human resources). Throughout most, if not all, of the adopted regional goals and policies run a few common general policies which comprise the nucleus of existing Regional Land Use Policy. These general policies are:

Fill in skipped over vacant lands in urban areas prior to opening up new land for development on the urban fringe;

Prevent urban sprawl;

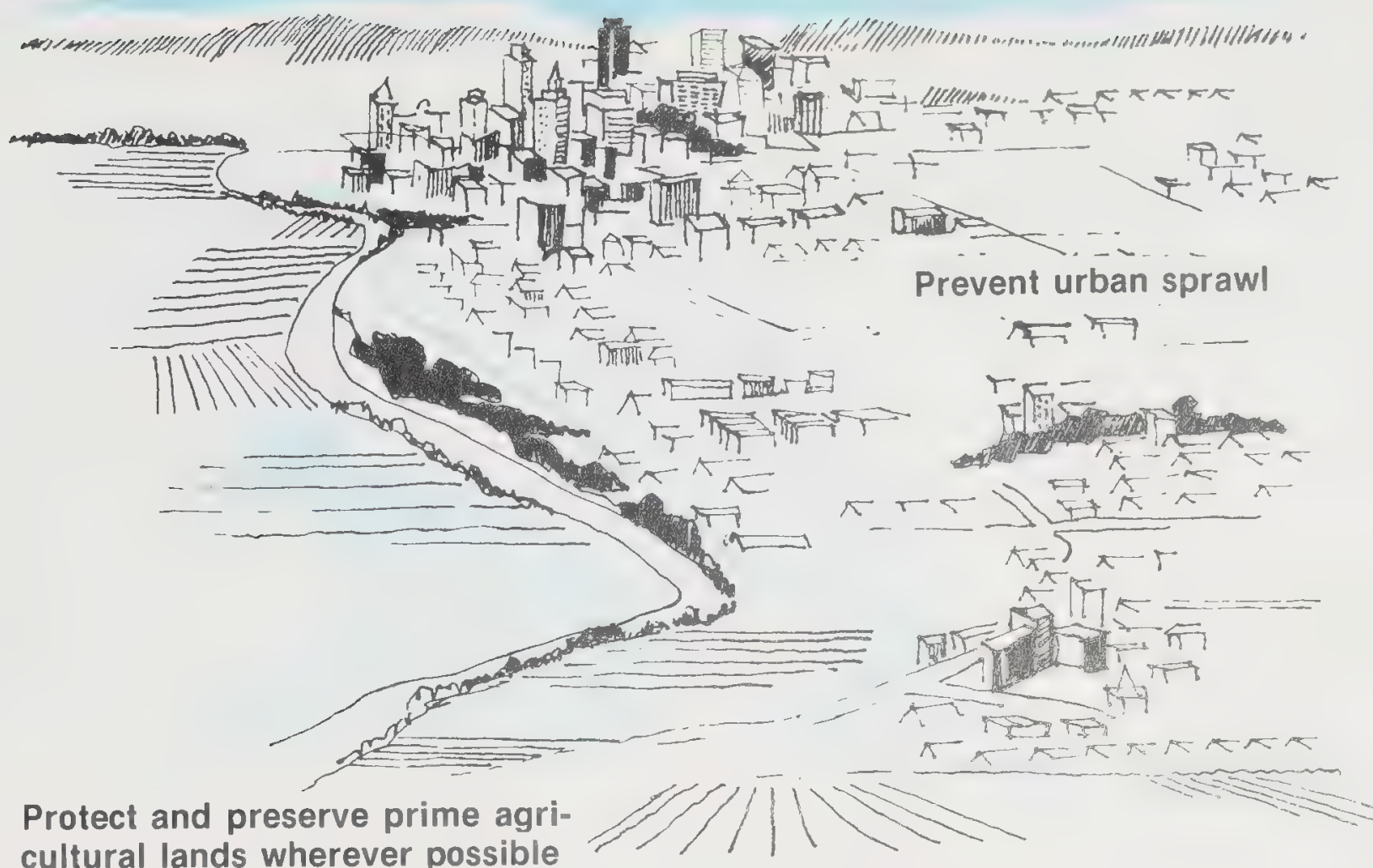
Protect and preserve prime agricultural lands wherever possible;

Provide a balanced, but automobile oriented transportation system;

Maintain a high level of environmental quality (air, water, and land).

The successful and consistent implementation of these general regional policies has met with varied success. Major effort in most of the Regions's member jurisdictions has been made to preserve prime agricultural land, although urban expansion continues to occur on prime lands (Class I and II). The regional transportation system continues to be auto oriented yet is progressing toward a more balanced system. Skipped over lands are being filled in, though possibly not as a direct result of public policy, since in most jurisdictions active expansion of the urban fringe continues in spite of available lands for development or redevelopment within the urban areas. Water quality in the region remains relatively high in part because major pressures toward degradation have not occurred. Air quality is not as good as it should be, but it's not deteriorating significantly.

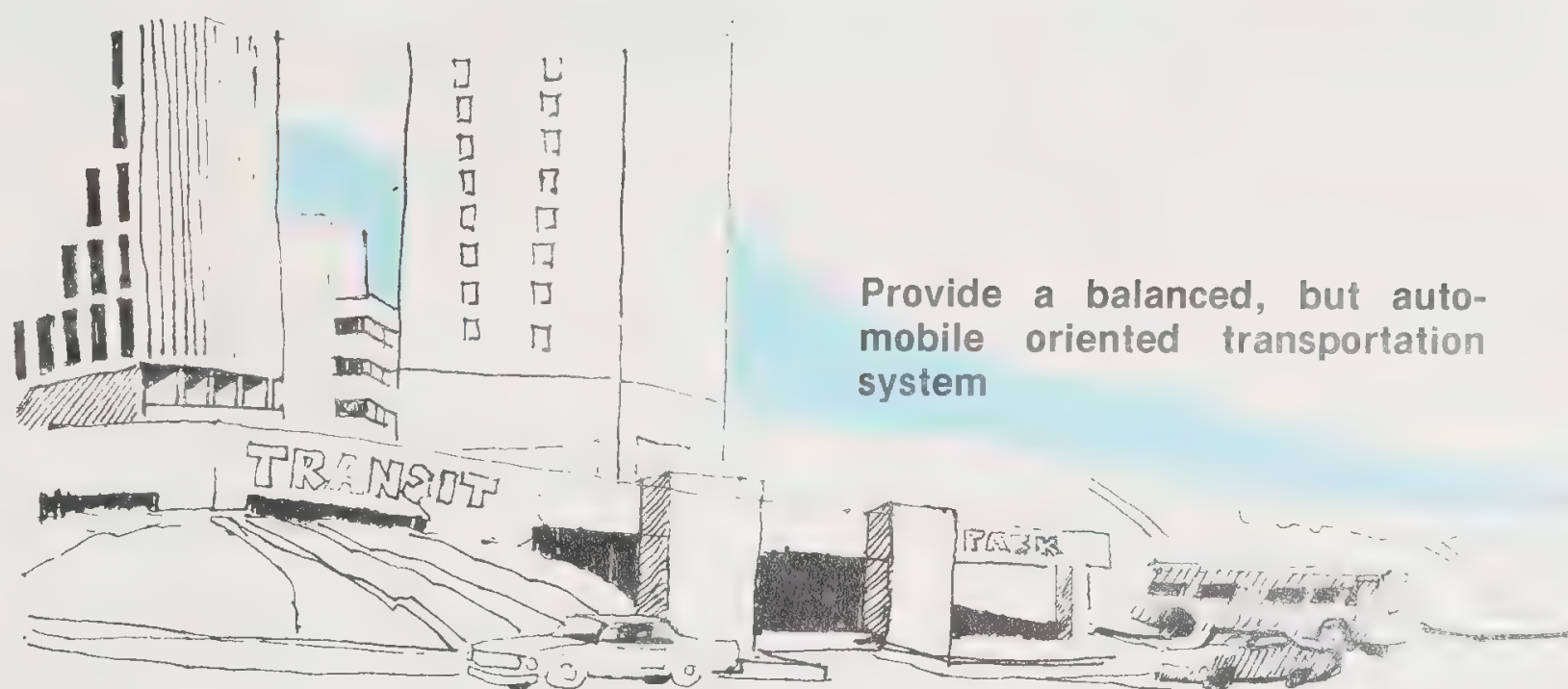
Goals and policies serve as the general public statements of a decision making body to its constituents as to that body's attitude, approach and philosophy to its job—decision making. As far as land use decisions go, most city councils and boards of supervisors have stated the policies outlined above. **The consideration of alternative land use plans which follows will provide an opportunity to evaluate these present policies in comparison with some alternative policies. If the existing policies are affirmed through this process, then they will be all the more strong. If, on the other hand, new policies are found to be of greater benefit to the Region, then this plan will have well-served its function to be a catalyst for review of public policies which are vital to social, economic and environmental well-being of the Regional community.**



Prevent urban sprawl

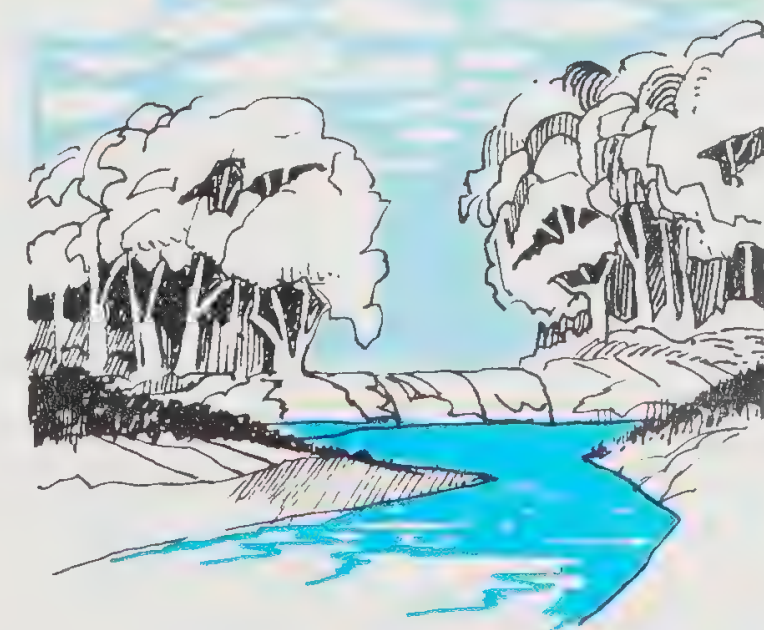
Protect and preserve prime agricultural lands wherever possible

Fill in skipped over vacant land in urban areas prior to opening up new land for development on the urban fringe



Provide a balanced, but automobile oriented transportation system

Maintain a high level of environmental quality (air, water and land)



ALTERNATIVES FOR THE FUTURE

The preceding pages have described the character of this Region in physical, social, and economic terms. That description indicates that while the Sacramento Region is generally a pretty good place to live, we are not without our problems. Unemployment is rising somewhat, housing costs are rising rapidly, environmental degradation continues to occur, some prime agricultural lands are still being converted to backyards, and our air is not as clean as it used to be. Concern has been expressed over the last few years through city and county governments that those things that make the Region a good place to live should be preserved and the undesirable things should be eliminated. Those expressions have been made in the form of goals and policies which are the basis of the decision-making process. But since we live in a dynamic, ever-changing world, the new information and ideas to which we are exposed must be related to our present condition. Should some new ideas and information turn out to be more acceptable or better serve the needs of the Region's citizens, then some changes in existing policy and action will be in order. The following four alternative futures are presented as an effort to either affirm or revise existing policy in the light of new ideas and information.

Assumptions

Each alternative begins with a statement of assumptions. These assumptions describe conditions or actions expected to occur in the next 25 years under each alternative. Assumptions in one alternative may differ significantly from other alternatives while other assumptions are similar. The actual conditions which will occur in the future will be in part dependent upon decisions and policy established by elected officials. For example, the form of the transportation system will be a direct result of decisions made by local officials. The alternatives represent an attempt to develop logical groups of those assumptions based upon past experience with and interrelationships of subject areas (e.g., residential density and the transportation system). The assumptions are numbered for reference and are not in any order of priority.

Analysis

Some general statements on the pros and cons of the four alternatives are made to focus on some of the more significant issues which will undoubtedly arise in discussions over the alternatives. A summary comparison will aid the reader in evaluating the respective alternatives for herself/himself. Again, this analysis represents the judgements of the staff. It is neither an all-inclusive or detailed list. It reflects those concerns which, in the judgement of the staff, are the most significant relative future land use decisions. The reader is free to draw her/his own conclusions. Intensive work by staff during 1976-77 will be carried out in order to refine this analysis.

Why Alternatives?

As discussed in the Introduction, the intent of this Plan is to provide a forum for discussing the future needs of the Region and then determining a course of action to achieve those needs. **Since there is not an obvious single course of action available to the Region, the discussion of future needs and programs will involve the selection of one set of policies over others. That selection can be made only after thorough consideration of all the alternatives available.** This section on Alternatives is an attempt to provide a basis for such a consideration. The four alternatives described below represent some clearly identifiable alternative futures. The alternatives do address major issue areas impacting land use in realistic, logical groupings. The intent is to provide the reader with a rational, clear understanding of the broad range of complex issues impacting land use patterns and to give some ideas of how those issues interrelate.

Descriptions

Each alternative is described in terms of those subject areas described in the Existing Conditions Section. The change in those conditions which comprise the physical character and land use of the Region varies from alternative to alternative. Precise technical evaluation has not been completed, but some general conclusions can clearly be drawn.



Alternative A



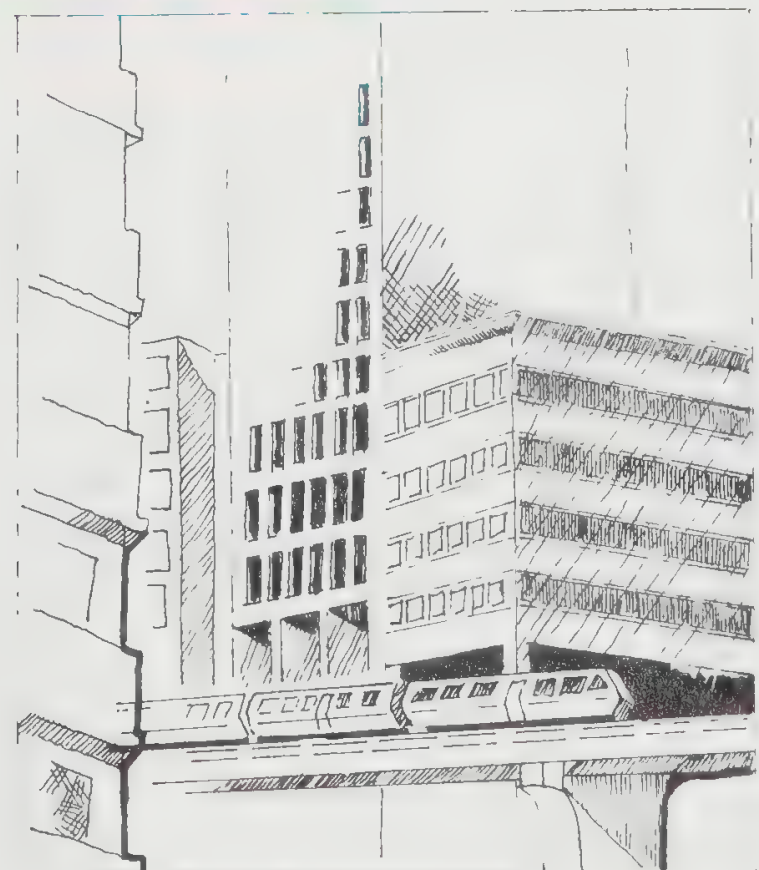
Alternative B



Alternative C



Alternative D



Alternative A

This alternative represents an estimation of a future based primarily upon existing conditions and trends. It assumes a continuation of present development policies, the maintenance of the present transportation system. The economic base would remain undiversified with employment concentrated in government, services and agriculture. This alternative assumes no drastic changes in the political process and energy availability.

Assumptions

1. The population of the Region will continue to grow to 1.3 million by 2001.
2. The automobile will continue to be the dominant mode of transportation in the Region.
3. The transit system will continue to expand its service area to include more suburbs and outlying cities and towns.
4. Federal Air Quality Standards will not be met.
5. Overall energy consumption will continue to increase but per capita consumption will decrease.
6. The present system of property taxation will remain unchanged.
7. Guidance for urban development will continue to be based upon local plans.
8. Areas identified by local plans as being of significant or critical environmental concern will not be completely preserved or protected.
9. Public facilities will be provided upon demand when possible.
10. The existing undiversified economic base will continue to dominate the economic character of the Region, with government providing the major employment based.
11. Employment centers will continue to decentralize throughout the Region.

Population

Total Regional population is expected to be about 1.3 million in 2001. This projection corresponds to projections developed by the State of California. This moderate growth is easily accommodated on the Regional level, although some distribution issues at the local level will continue to be unresolved. Those issues relate to the ability of individual cities or counties to limit population growth to specific levels. **This alternative encourages growth issues to be resolved at the local level without interference or participation at the Regional level.** There is plenty of room for everybody to grow. Each member jurisdiction is well equipped to make growth determinations for themselves. The Regional projection is based upon a number of assumptions, one of which is that Regional shifts in population distribution due to local growth policies will be relatively minor and assimilated by neighboring jurisdictions.

Employment and the Economy

The economic base will continue to be undiversified with government providing the major employment base. Major new industry may be established near Sacramento Metropolitan Airport, in the Linda-Olivehurst, Roseville and Woodland areas, while existing employment centers such as the military bases, downtown Sacramento and the Sacramento-Yolo Port, will maintain their dominance. The closure of military bases or limitations on government employment would have long term deleterious impacts on the Regional economy. It is also expected that the present system of local finance will remain

unaltered, with major reliance upon property taxation.

Housing and Residential Density

Residential density in the Region in 2001 will be similar to that of today. The dominant housing type will be the single family residence, although condominiums and apartments will capture an increasingly larger portion of the housing market. New single-family dwelling subdivisions will expand on the urban fringe with higher density development filling in the “skipped-over” lands in the urban areas. Major expansion areas would be in Sacramento County south of the Rancho Cordova area and central Yuba County.

Transportation

The transportation system under this alternative would be composed of a highway and roadway based surface transportation system with currently planned improvements to the roadway, airport, waterway and railway systems. While the currently planned highway network will be completed well before 2001, some capacity and traffic management improvements will also be required on existing facilities. The Regional Transit System will expand its services to additional suburban areas in the Sacramento area using similar equipment and frequencies of service. The current diversity of paratransit operations will come under increasing coordinated management.

Areas of Critical Environmental Concern

While this alternative future does not underestimate the need to preserve and protect areas of critical environmental concern, some reasonable balance between preservation and development is struck. **Critical environmental areas such as agricultural and forest land, riparian habitats, and hazard areas will be preserved or protected for the most part, though development would occur where a demonstrated need existed.** Marginal agricultural lands on the urban fringe are the most well suited lands for development, but agricultural pursuits in those areas would not be discouraged. Some recreational development in those areas would not be discouraged. Some recreational development in the Delta, the forests of Yuba County, the Sutter Buttes, or along Cache Creek may eliminate portions of riparian habitat but most will be preserved. The Federal air quality standards will not be met in the entire Region, but some specialized efforts at improving air quality will be implemented. Parking restrictions at shopping centers and downtown may be instituted, agricultural burning will continue to be regulated, and backyard burning will be banned throughout the Region.

Urban Infrastructure

Public facilities, such as sewer, water, roads and schools will be provided in patterns similar to the present. Extensions of water and sewers will be directed to newly developing lands as far as plant capacities permit. New schools would be built in new, developing areas when necessary and possible. Some limitations on the expansion of the urban infrastructure may be experienced as far as financing the systems. The continuation of SB-90 limitations on local taxing capacities and limited state and federal funds may impose constraints on the growth of the urban areas. Significant increases in user fees is anticipated to finance continued expansion.

Land Use

Land use characteristics in 2001 under this alternative would change somewhat from today. The Sacramento metropolitan area would continue to develop outward at a relatively low density. Most cities in the Region would also expand, though a few, such as Davis and Isleton may not, due to local policy or limited space. Available agricultural land would continue to decline, although much of the prime land would be preserved. A number of rural developments and rural communities would expand. **In most cases, the development policies and actions would be based upon local plans and not Regional or State policies.**

Policies

No significant shift is foreseen in adopted public policy with regard to land use under this alternative. The slowdown of urban sprawl and the preservation of prime agricultural land when possible will continue to provide major policy direction for land use decisions. A transportation system will continue to be provided which will service the relatively low density, suburban character of the Region. Skipped over lands in the urban area will be filled in when economically feasible. The major policies of city and county land use plans will be updated and revised periodically but will retain the same basic directions. Some accomodation of state and federal land use planning requirements will occur, but again, major policy shifts are not anticipated.

Analysis

This alternative generally maximizes local government independence in policy matters and decision making. It suggests a continued reliance upon present socio-economic and political structure. It affirms the acceptability of the existing planning process. The implications of this alternative are that major new efforts to alter public policy or taxation structure, to diversify the economy, to clean up the air, to alter the present transportation system, are not really necessary. Further, under this alternative it is assumed that while some land use related problems may be present in the Region today, they are neither severe or long term.

Advantages

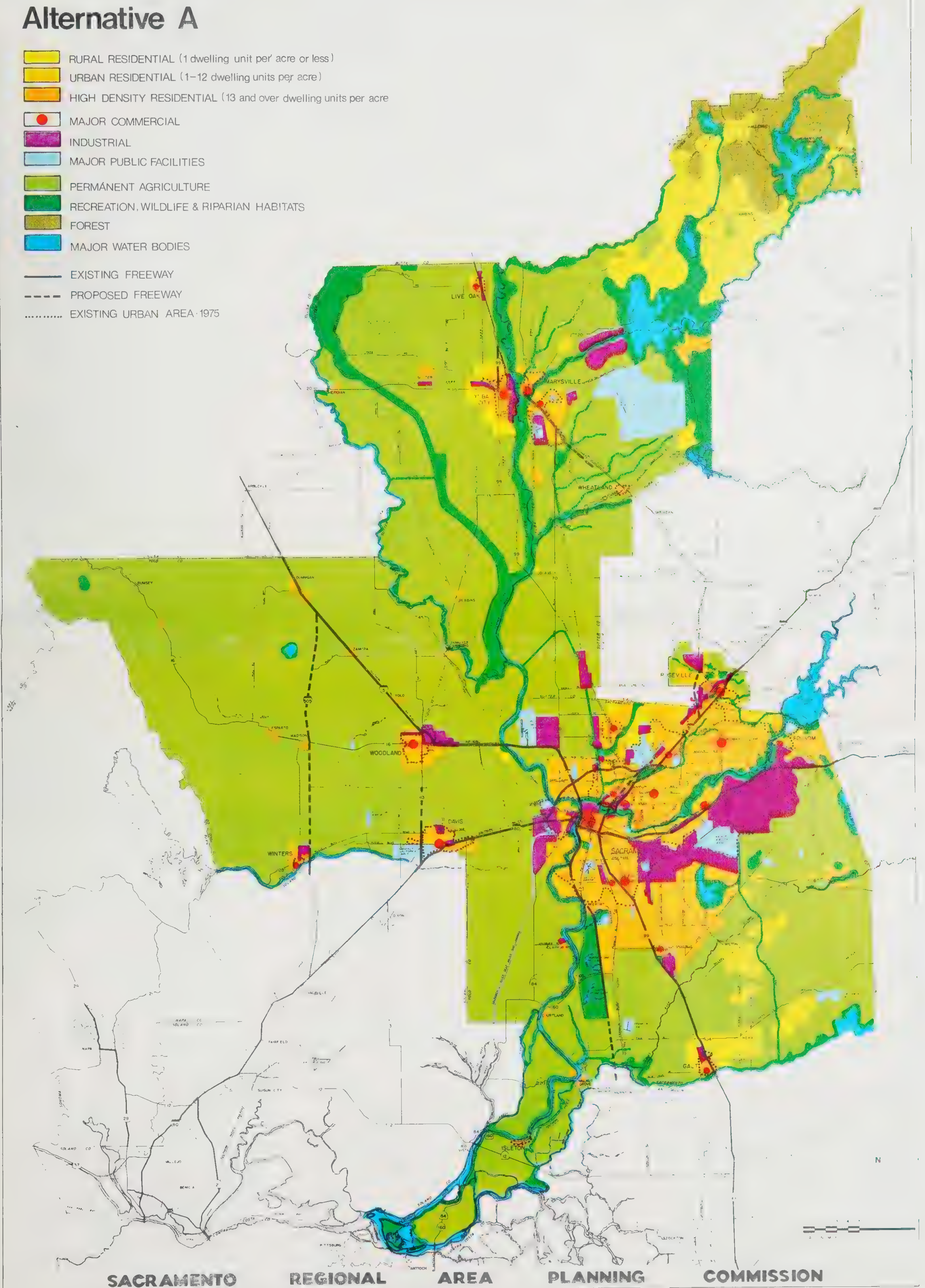
1. Avoids major capital expenditures for transportation facilities.
1. Maximizes local, independent determination of planning policy.
3. Continues to provide many residents single-family home living environments.
4. “Clean” non-polluting industry will continue to dominate the employment market.
5. Energy will remain available.
6. Requires little or no disruption of adopted local plans.

Disadvantages

1. May only defer transportation costs and create greater financial hardships later.
2. Significant conflict between cities and counties may arise.
3. Low and moderate income people will experience increasing difficulty finding adequate housing.
4. The economy will remain undiversified.
5. Continued generation of energy in increasing amounts will be required.
6. Urban sprawl may create economic and environmental difficulties.

Alternative A

- RURAL RESIDENTIAL (1 dwelling unit per acre or less)
- URBAN RESIDENTIAL (1-12 dwelling units per acre)
- HIGH DENSITY RESIDENTIAL (13 and over dwelling units per acre)
- MAJOR COMMERCIAL
- INDUSTRIAL
- MAJOR PUBLIC FACILITIES
- PERMANENT AGRICULTURE
- RECREATION, WILDLIFE & RIPARIAN HABITATS
- FOREST
- MAJOR WATER BODIES
- EXISTING FREEWAY
- PROPOSED FREEWAY
- EXISTING URBAN AREA 1975





Alternative B

This alternative represents a future based upon efforts to alter some land use characteristics determined to have deleterious impacts upon the Region and its residents. The efforts proposed are not drastic, nor are the results. The critical issues in this alternative are transportation, environmental quality and local control.

Assumptions

1. The population of the Region will continue to grow to 1.3 million by 2001.
2. The automobile will continue to be the dominant mode of transportation in the Region.
3. The transit system will provide increased service in more dense urban areas which may result in reduced service to outlying areas.
4. Federal air quality standards will not be met.
5. Overall energy consumption will continue to increase but per capita consumption will decrease.
6. A significant shift from local dependence upon property taxation for revenue will occur before 2001.
7. Urban development will be based upon a combination of State, Regional, and local plans.
8. Residential density in urban areas will increase moderately above that called for in present plans.
9. Areas identified by local plans as being of significant concern will be preserved and protected.
10. Careful evaluation of all extensions of public facilities, such as sewer, water, transit, and roads into undeveloped areas will occur.
11. The Region's economic base will diversify somewhat with emphasis in manufacturing.
12. Employment will be concentrated in presently developing employment centers.

Population

Total Regional population is expected to be 1.3 million by 2001. **Some internal shift in Regional population distribution as a result of efforts to exclude certain areas from urban development.** Cities located in the middle of prime agricultural lands would be limited in total land area for expansion. While this will lead to some increase in residential density, it will also lead to a redistribution of population to those areas most suitable for development (e.g., Sacramento metropolitan area).

Employment and the Economy

The economic base would tend to diversify somewhat under this alternative, due to the long term guarantee of available agricultural land and the maintenance of a fairly high

quality of life. That diversification will be in the agricultural processing and light manufacturing industries. Those industries would be located in the presently developing industrial areas. Intensification of employment in these areas will enable the transit system to more adequately service work oriented travel.

Some significant change in the present dependence of local government upon property tax for revenue is anticipated before 2001. The State and Federal governments are expected to play a stronger role in preserving environmental quality and along with that effort be a focus for developing a more equitable tax system.

Housing and Residential Density

The traditional single family home would have a less dominant role in the Regional housing market under this alternative. Since available land for urban development will be reduced from present levels, the land area devoted to each living unit will diminish hence more dense urban areas. Relatively high density residential areas are anticipated in at least Sacramento and probably Davis and Woodland. These more dense areas will be well serviced with an intensive transit system.

Transportation

Surface transport of people will continue to be based upon the roadway network and the airport, waterway, and railway system will develop according to plans. The transit system in the Marysville-Yuba City area will continue to develop and will offer fixed-route service in this urban area. While the automobile is expected to dominate travel in the Region, public transit will capture a much larger portion of the total trips made by the Region's residents than at present.

Areas of Critical Environmental Concern

Protection and preservation of those areas of critical environmental concern would be maximized in this alternative future. Prime agricultural and forest lands presently undeveloped would remain so. Riparian and wildlife habitats would be protected. Hazardous areas will be excluded from development.

While Federal air quality standards will not be met by 2001, major efforts will be made to reduce pollution to a minimum. All new land development will be reviewed with a critical eye toward complex source air pollution. Automobile travel will be discouraged through public information and perhaps economic disincentives.

Urban Infrastructure

With the expansion areas limited under this alternative, extension of the urban infrastructure would also be limited. Improvements to the existing infrastructure would increase (e.g., street widening or resurfacing, renovation and expansion of existing schools). Some additions to existing sewers and water lines may become necessary should increased residential densities place major service demands on the systems. Few new trunk lines would be extended to presently unserved areas.

Land Use

The Region is expected to solidify its position as an agricultural Region through preservation of agricultural land. **All prime and**

potential prime lands not now developed are identified as permanent agricultural land. Other critical areas such as forest lands and riparian habitats are also identified. The balance of the land is indicated as suitable for urban development. Since that area is somewhat limited, some higher density residential and industrial areas are anticipated.

Policies

Some major policy changes will be required to make this projected future a reality. First, a conscious decision on the part of all local jurisdictions to permanently protect areas of critical environmental concern is required. More realistically, the State will probably institute regulations which must be applied uniformly throughout the Region.

Secondly, permanent restrictions will have to be maintained on those critical areas. Zoning and contractual arrangements will play a major preservation role. Cities and counties will prohibit incompatible development in the critical areas. Most local plans would be revised to designate areas as permanently protected.

Thirdly, cities and counties will initiate new policy directions with regard to residential density. Low density, sprawling subdivisions at the urban fringes will be significantly curtailed. Local jurisdictions will encourage high density development in proximity to existing employment centers and public facilities. Most zoning codes would be revised to allow much higher residential densities.

Lastly, significant efforts will be required to institute a revised or new system of revenue generation for cities and counties. It is difficult to project exactly what that system will look like in 2001, but it is clear major change is needed.

Analysis

A major improvement to environmental quality is represented in this land use alternative. Also, an opportunity to establish a more diversified, interesting, and sensible urban and economic environment is projected under this scheme. Some sacrifices in personal choice may be made, along with local control of land use related policy matters. But those sacrifices may be balanced with a more healthy, equitable living environment for most of the Region's citizens.

Advantages

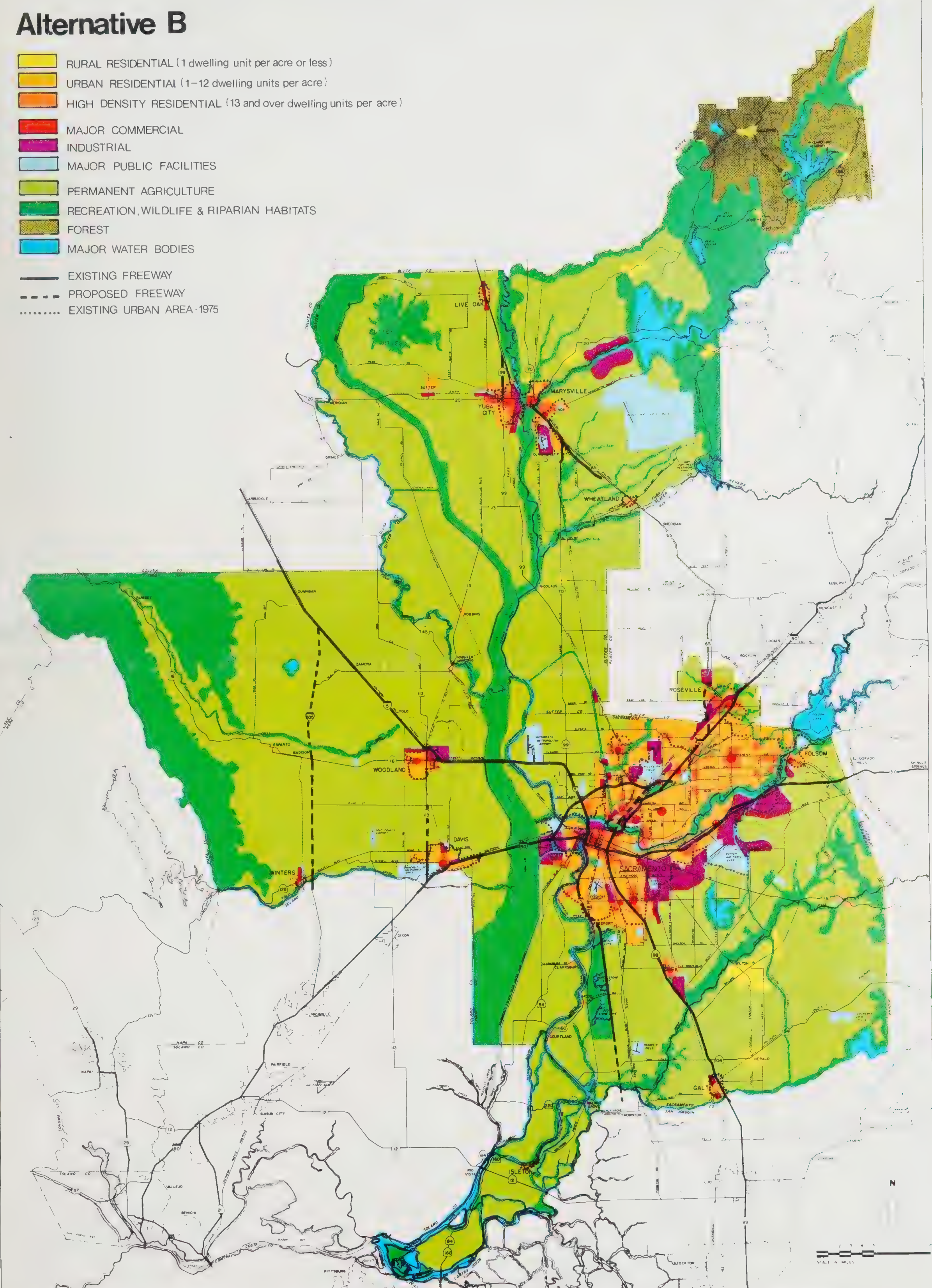
- 1) Preserve and protect critical environmental areas, including air quality.
2. Improve bus service to some citizens.
3. Provide wide variety of living environments.
4. Provides for an attractive, balanced, well organized urban structure.
5. Some diversification in the economy should occur.
6. Energy and non-renewable resource consumption rates will diminish.

Disadvantages

1. May require significant expenditure of public funds for preservation efforts.
2. Provides little or no bus service to outlying suburbs and cities.
3. Single family home will become more inaccessible to low and middle income people.
4. Place further limits on the individual's freedom of choice regarding land use.
5. Unemployment and underemployment is expected to decrease significantly.
6. The economically disadvantaged may bear an unequal share of increased costs of essential services.

Alternative B

- RURAL RESIDENTIAL (1 dwelling unit per acre or less)
- URBAN RESIDENTIAL (1-12 dwelling units per acre)
- HIGH DENSITY RESIDENTIAL (13 and over dwelling units per acre)
- MAJOR COMMERCIAL
- INDUSTRIAL
- MAJOR PUBLIC FACILITIES
- PERMANENT AGRICULTURE
- RECREATION, WILDLIFE & RIPARIAN HABITATS
- FOREST
- MAJOR WATER BODIES
- EXISTING FREEWAY
- PROPOSED FREEWAY
- EXISTING URBAN AREA 1975





Alternative C

This future envisions a more aggressive effort by local governments to expand the Sacramento Region as an economic center in California. It represents an effort to diversify the tax base and economy, and increase employment. Major actions would be required on the part of local government to achieve this future, which anticipates major changes in the physical character of the Region.

Assumptions

1. The population will continue to grow to 1.6 million by 2001.
2. The automobile will continue to be the dominant mode of transportation in the Region.
3. The transit system will continue to expand its service area to include more suburbs, new development, and continue to expand in outlying cities in the Region. Air pollution levels will increase from existing levels.
5. Overall energy consumption will continue to increase, as will per capita consumption.
6. The present system of property taxation will remain unchanged.
7. Preservation and protection of areas of critical environmental concern will be de-emphasized.
8. Residential density will continue to increase to levels called for in presently adopted plans.
9. Guidance for urban development will be based upon an active program of economic development.
10. Public facilities will be provided upon demand when possible.
11. Local government will more aggressively seek industrial and manufacturing development throughout the Region.
12. Employment centers will be dispersed throughout the Region to existing, planned, and wholly new centers.

Population

A major change in the economic and

employment base will indicate a major increase of population in the Region. It is estimated that up to 1.6 million people could be living in the Region by 2001 given a major economic expansion. The population would be dispersed throughout the Region with the major portion being located in the Sacramento metropolitan area. Cities such as Yuba City, Marysville, Woodland, Davis, Roseville and Folsom could expect as much as a doubling of population by 2001.

Employment and the Economy

The economic base will diversify extensively. Local government will take an active part in attracting a wide variety of industry to the Region. Not only will agricultural processing industry be present, but new industries attracted to the Region based upon location and environment will be established. Industry will locate where most convenient. Employment opportunities in the Region should be abundant. The taxation system would remain similar to the present system with local jurisdictions depending upon property tax as the most significant source of revenue.

Housing and Residential Density

The future under this alternative would likely be “more of the same” as far as housing type and density goes. Low density, single family residential developments would extend in most directions from present urban areas. Development would get form and direction from the market place and would experience relatively little influence from the public sector other than to meet minimum health standards. The single family home though, somewhat smaller than today, would continue to dominate the housing market. Unincorporated rural communities would experience a surge in population as more people search for alternatives to the traditional suburban life style characteristic of much of the Region today.

Transportation

The transportation system under this alternative would be composed of a highway and roadway based surface transportation system with currently planned improvements to the roadway, airport, waterway and railway systems. While the currently planned highway network will be completed well before 2001, some capacity and traffic management improvements will also be required on existing facilities. The Regional Transit System will expand its services to additional suburban areas in the Sacramento area using similar equipment and frequencies of service. The current diversity of paratransit operations will come under increasing coordinated management.

Areas of Critical Environmental Concern

Significant areas of environmental concern would be converted to urban type issues. Those areas not required for urban uses would be preserved where feasible. Air quality is expected to deteriorate from existing levels. The federal air quality standards will not be met, but the air quality of the Region generally will not be considered a serious health hazard. Additional effort is anticipated in the reclamation of areas presently subjected to periodic flooding north of Marysville and in southern Sacramento County. Most riparian habitats in the projected urban area will continue to exist as

long as they do not conflict with development plans. Prime agricultural lands will be converted to urban uses at the discretion of the land owner.

Urban Infrastructure

Public facilities such as sewer, water, roads and schools will be provided in patterns similar to the present. Extensions of water and sewers will be direct to all newly developing lands as far as plant capacities permit. New emphasis will be placed upon the development and servicing of new industrial parks to provide industry attractive and full services. New schools would be built in developing areas when necessary and possible.

Land Use

Land use in 2001 in this future would be significantly different from today. The urban areas would expand significantly. Major new subdivisions and industrial parks would appear in presently undeveloped areas. The urban area would be less dense than today and include many more skipped over lands. A major tendency would be for development to occur on rural, less expensive land. Agricultural open space would diminish, but vacant urban open space would increase. Some additional forest lands would provide for the expansion of rural communities.

Policies

No major policy changes at the city or county level would be required for many jurisdictions. The most significant task would be the aggressive search for industry and employment opportunities by cities and counties. A relaxation of planning regulations and environmental protection measures would be required in those cities and counties which have explicit policies with regard to those activities.

Analysis

This future would maximize the employment opportunities, economic base, and housing choices for the Region. Economic development will increasingly dominate land use decisions, particularly as those decisions relate to environmental protection. Land use patterns are difficult to project, since the market place and individual needs will determine land use. It is not anticipated that conscious achievement of a particular land use form or set of goals will be attempted under this alternative.

Advantages

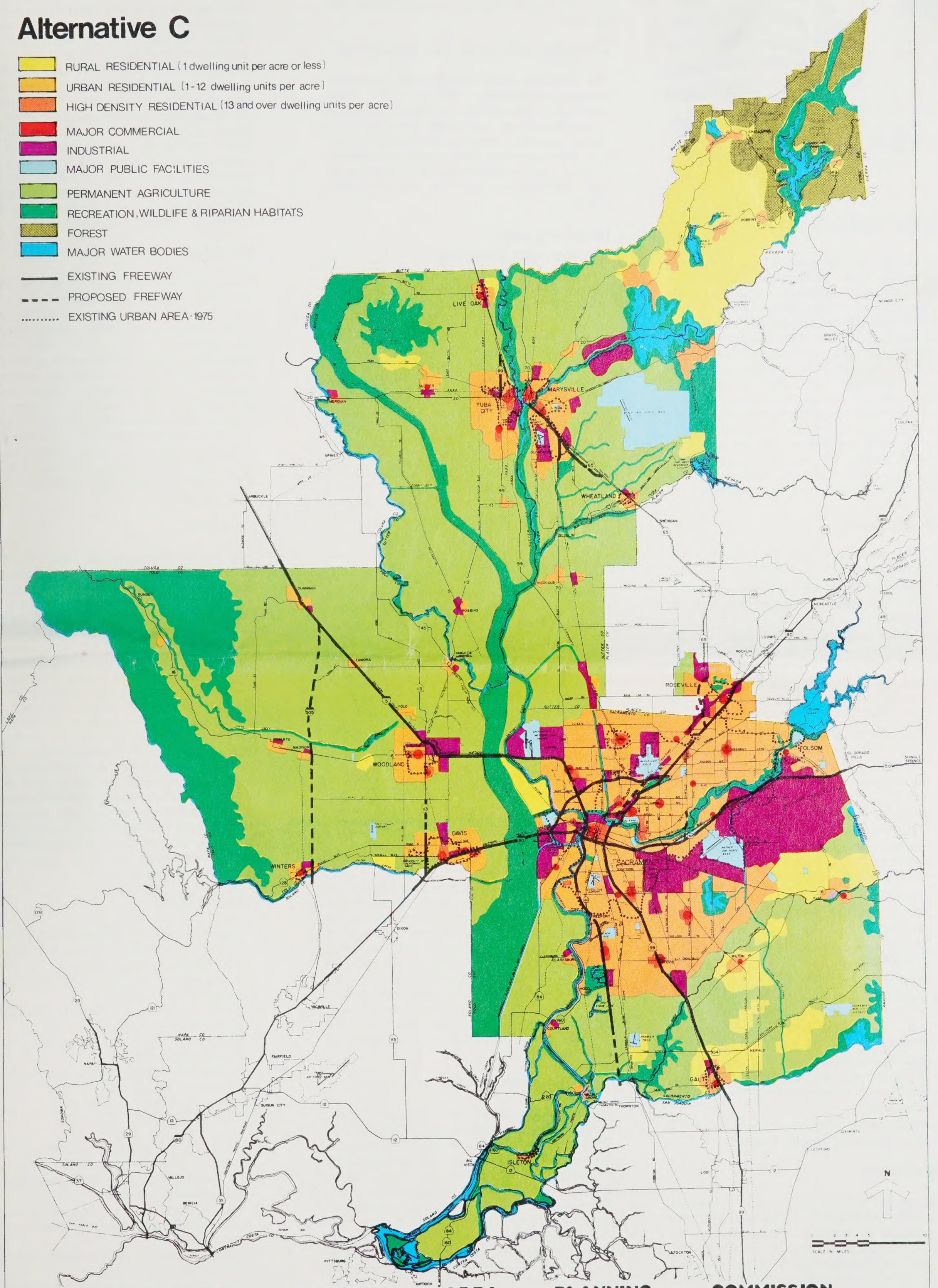
1. A widely diversified economy will be established in the Region.
2. The tax base will increase.
3. Employment opportunities will increase.
4. Standard of living may increase for many of the residents.
5. The availability of single family homes will remain high.
6. Major changes in travel habits will not be required.

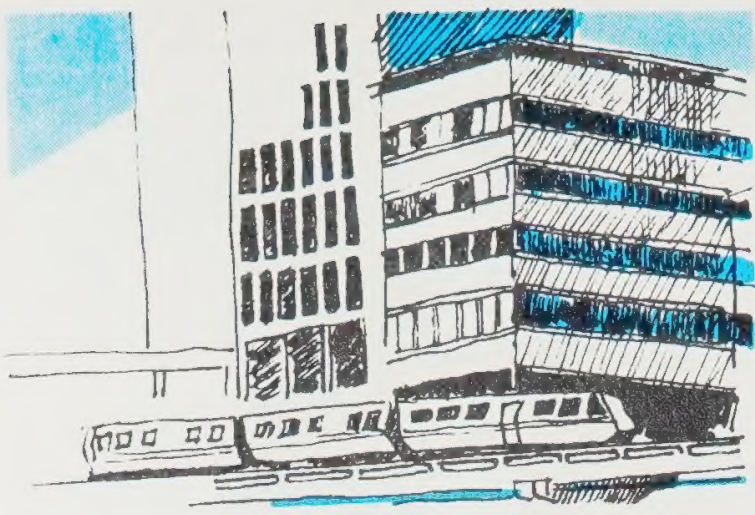
Disadvantages

1. New industrial development may lead to increased environmental pollution.
2. Demand for urban services will increase.
3. Population increase may lead to increase in number of people unemployed.
4. Reduction in energy availability will cause serious unanticipated problems.
5. Service costs will continue to rise.
6. Air quality and public transportation service will deteriorate.

Alternative C

- RURAL RESIDENTIAL (1 dwelling unit per acre or less)
- URBAN RESIDENTIAL (1-12 dwelling units per acre)
- HIGH DENSITY RESIDENTIAL (13 and over dwelling units per acre)
- MAJOR COMMERCIAL
- INDUSTRIAL
- MAJOR PUBLIC FACILITIES
- PERMANENT AGRICULTURE
- RECREATION, WILDLIFE & RIPARIAN HABITATS
- FOREST
- MAJOR WATER BODIES
- EXISTING FREEWAY
- PROPOSED FREEWAY
- EXISTING URBAN AREA 1975





Alternative D

This alternative envisions a future with both limitations and opportunities. A fixed guideway transit system would be introduced to the Region. The system will be made possible through public policy directing most new residential and employment development to high density corridors. The system will be made necessary to meet federal air quality standards and adjust to significant reductions in energy availability. As a by-product, environmentally critical areas will be preserved and protected. At the same time, governmental regulation will increase and personal choice with regard to housing type and location will be limited. Some limitations on personal conveniences may also occur.

Assumptions

1. The population of the Region will continue to grow to 1.3 million by 2001.
2. The automobile will continue to be the dominant mode of transportation in the Region.
3. A fixed guideway transit system will be operating in the metropolitan area by 2001.
4. The Sacramento Region will meet the Federal Ambient Air Quality standards for 1977.
5. Overall energy availability will level off and possibly be reduced by 2001.
6. A major change in the revenue generation system for local jurisdictions which will eliminate the dependence upon property tax by 2001.
7. Areas identified by the Federal, State, Regional and local plans and policies as being of critical environmental concern will be preserved and protected.
8. Residential density will increase significantly in urban areas above that called for in present plans.
9. Urban development will be based upon a combination of State, Regional and local plans.
10. Significant limitations will be placed upon the extension of public facilities such as sewer, water and roads to undeveloped areas.
11. The Regional economic base will experience substantial diversification with a significant increase in the manufacturing industries.
12. Employment centers will be concentrated in presently developed areas.

Population

Total population will be about 1.3 million by 2001. It is anticipated that the population will be oriented to existing urban areas, with significant concentrations of people in city centers and transportation corridors. Less emphasis will be placed upon each jurisdiction determining separate growth policies since

only limited areas will be available for population expansion. Most of that expansion will be upward (higher density) rather than outward.

Employment and the Economy

The economic base will diversify somewhat though government will be the major employer. Agriculture and related processing industries will be guaranteed on a long term basis, available land for continued production. Most new major employers will locate in existing employment areas (downtown areas, UCD, Sacramento-Yolo Port, and McCiellan AFB).

Housing and Residential Density

Residential density will increase substantially in some areas of the Region. The core areas of Sacramento, Davis, Woodland, Marysville and Yuba City would experience significant increases in residential density to facilitate economical, efficient transportation and conserve natural resources. These higher density areas would probably take the form of high rise apartments and condominiums. Some single family subdivisions would be developed but on a very limited basis. Individual choice of housing type and living environments will be limited. Wider ranging and effective public housing programs are expected to avoid having the lower income people be unduly impacted by those limitations.

Transportation

While the automobile will continue to be the dominant transportation mode, the combination of bus and fixed guideway transit systems will rival for that dominance. It is expected that a fixed guideway system would be introduced to one or two high density corridors in the Sacramento metropolitan area generally following the path of existing freeways. Public transportation would, by 2001, be a necessity for a major segment of the population since reduced availability of energy, particularly fossil fuels, will be significantly limited. An extensive rural transit system will be developed.

Areas of Critical Environmental Concern

Achievement of federal air and water quality standards and protection of critical areas, particularly resource production areas, will be a major characteristic of this future. The physical environment will be healthier, safer, and more pleasant than today. Major wildlife and riparian habitats will be preserved, in part because of a lack of pressure from expanding urban areas. Most hazardous areas will also be protected from urban encroachment because of a lessening need to urbanize outlying areas.

Urban Infrastructure

Very little expansion or extension of the existing urban infrastructure is anticipated. Some improvements to the existing systems will occur (e.g., rebuild or expand schools, improved water systems). In some cases where sewer trunk lines or water lines have been extended into the non urban areas, the facilities will be purchased by appropriate cities or counties and held until needed. Water availability may decrease but most if not all of the jurisdictions will have converted over to utilization to surface water for domestic water supply.

Land Use

The urban area in this alternative would be limited essentially to the existing urban area. Vacant "skipped-over" lands in the urban area would be filled in and areas in major transportation corridors in the Sacramento metropolitan area would be developed or redeveloped to substantially higher residential densities. The core areas of other cities would experience similar development patterns. Industrial development and new employment centers would locate adjacent to established centers. Rural residential development would be restricted to existing areas in order to minimize the number of people not served by "clean" transportation.

Policies

This alternative future, of all the futures discussed in this plan, calls for the most significant changes in present land use policy. A permanent commitment to strict limitations on expansion of the urban areas will be necessary. Major commitments to achieving and maintaining water and air quality are essential in this future. Major policies addressing a new taxation system (e.g., regional tax base sharing) are also essential if a fixed guideway system is to be introduced. Presently adopted policies regarding agricultural lands and filling in skipped over lands will be augmented with strong implementation programs.

Analysis

This future envisions the most significant social, economic, and political changes of the four alternatives considered. Those changes are essential to the provision of the best physical environment for total regional community. Some changes in life style, social values and expectations are expected. Personal energy consumption will be reduced, which means less automobile driving, fewer electric can openers and energy efficient building construction. Clean energy will also be more expensive in terms of dollars though environmental savings will be invaluable. Some degree of individual choice will be limited in deference to the community good. More restrictions on the use of land will be necessary. More requirements with regard to specific building design and construction techniques will be developed to insure energy efficiency. Use of public transportation will require additional personal time in trip planning and actual travel.

Advantages

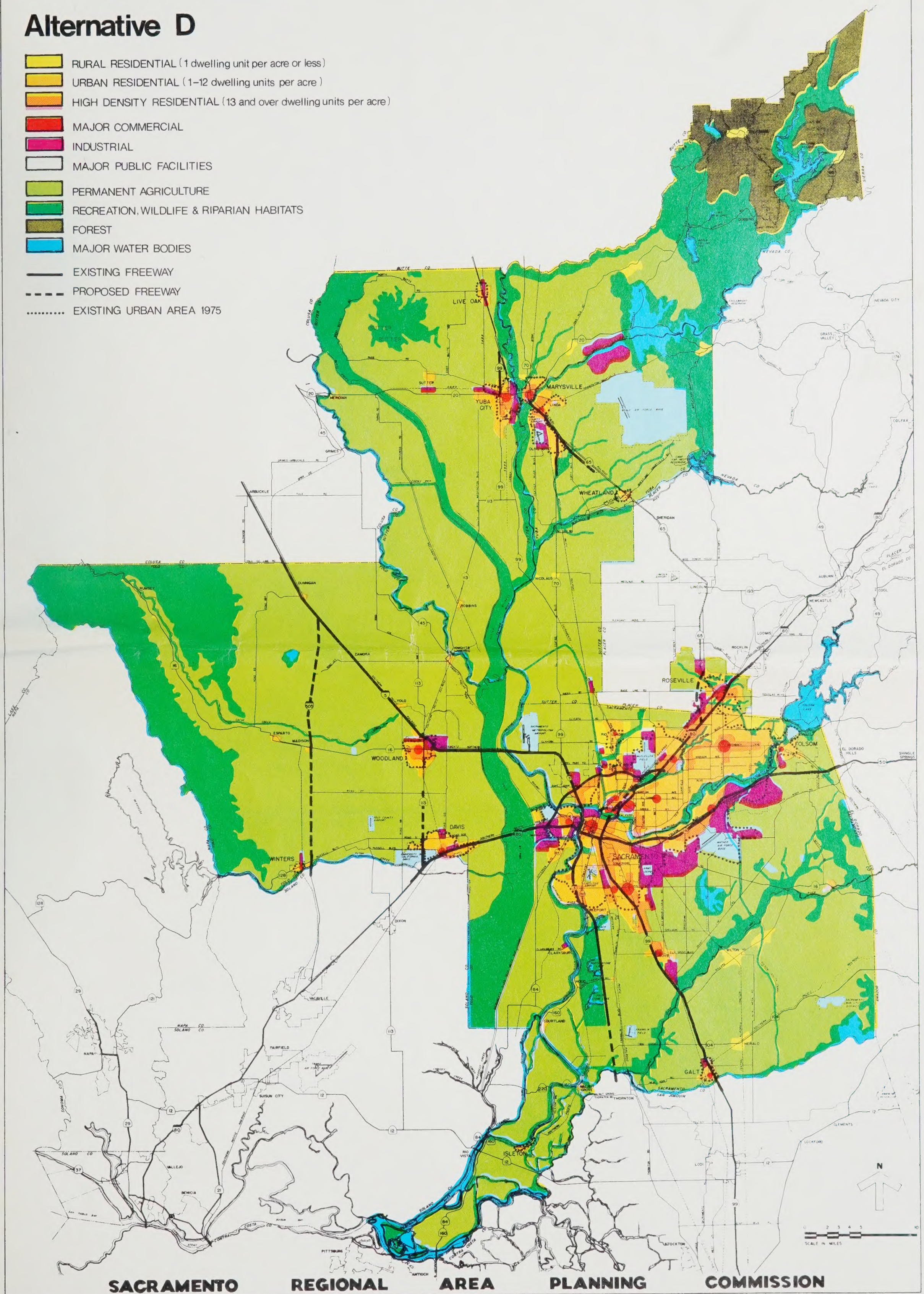
1. Federal air quality standards will be met.
2. A more diversified, effective transportation system will be possible.
3. A regionally equitable property taxation system will exist.
4. Critical environmental areas will be fully preserved.
5. Maximum utilization of existing urban infrastructure.
6. Adjustment to energy shortages will not be traumatic.

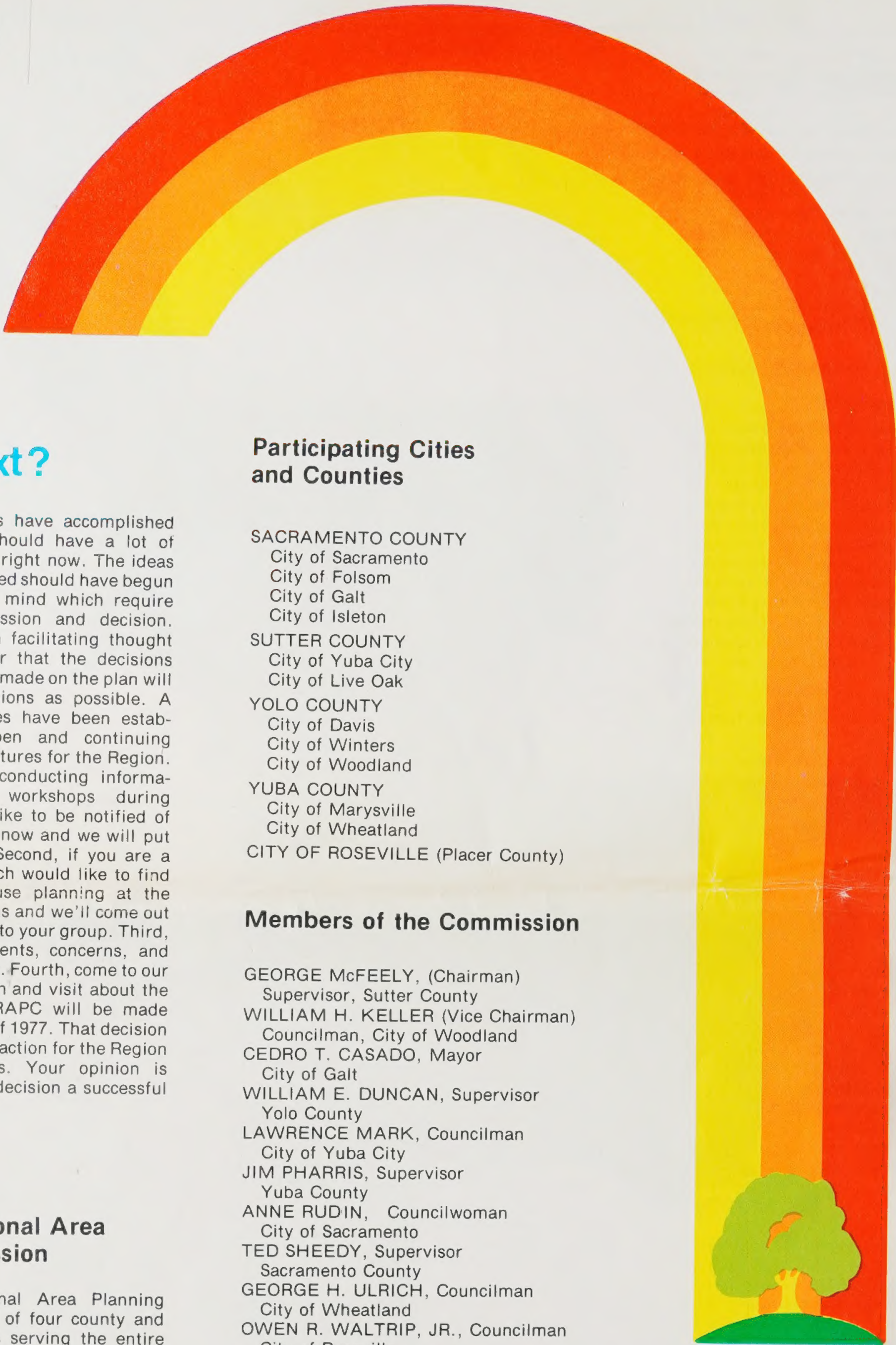
Disadvantages

1. Requires major expenditures of public funds.
2. Personal travel time may increase and convenience decrease.
3. Tax rate may increase in some areas.
4. Limit individual freedom of choice regarding land use.
5. Choice of living environment and style will be limited.
6. The standard of living will not increase rapidly.

Alternative D

- RURAL RESIDENTIAL (1 dwelling unit per acre or less)
- URBAN RESIDENTIAL (1-12 dwelling units per acre)
- HIGH DENSITY RESIDENTIAL (13 and over dwelling units per acre)
- MAJOR COMMERCIAL
- INDUSTRIAL
- MAJOR PUBLIC FACILITIES
- PERMANENT AGRICULTURE
- RECREATION, WILDLIFE & RIPARIAN HABITATS
- FOREST
- MAJOR WATER BODIES
- EXISTING FREEWAY
- PROPOSED FREEWAY
- EXISTING URBAN AREA 1975





What's Next?

If the preceding pages have accomplished anything at all, you should have a lot of questions and concerns right now. The ideas and information presented should have begun to raise issues in your mind which require further thought, discussion and decision. SRAPC is interested in facilitating thought and discussion in order that the decisions which eventually will be made on the plan will consider as many opinions as possible. A number of opportunities have been established to maintain open and continuing discussion of land use futures for the Region. First, SRAPC will be conducting informational hearings and workshops during 1976-77. If you would like to be notified of those meetings, let us know and we will put you on a mailing list. Second, if you are a member of a group which would like to find out more about land use planning at the Regional level, contact us and we'll come out and make a presentation to your group. Third, write down your comments, concerns, and ideas and mail them to us. Fourth, come to our offices and we'll sit down and visit about the plan. A decision by SRAPC will be made sometime in the Spring of 1977. That decision will establish a course of action for the Region for the next few years. Your opinion is necessary to make that decision a successful one.

Sacramento Regional Area Planning Commission

The Sacramento Regional Area Planning Commission is a council of four county and twelve city governments serving the entire Counties of Sacramento, Sutter, Yolo and Yuba. Four additional counties of El Dorado, Placer, Nevada and Sierra and the cities therein are added for criminal justice planning.

The Commission membership consists of two representatives from each county; one appointed by agreement among the cities of each county, except in Sacramento County where the City of Sacramento has one representative, and the Cities of Folsom, Isleton and Galt also have a city representative.

The Commission serves as an advisory agency to local government on items of inter-jurisdictional concern, and has developed a comprehensive program in physical, socio-economic, and criminal justice planning.

Participating Cities and Counties

SACRAMENTO COUNTY

City of Sacramento
City of Folsom
City of Galt
City of Isleton

SUTTER COUNTY

City of Yuba City
City of Live Oak

YOLO COUNTY

City of Davis
City of Winters
City of Woodland

YUBA COUNTY

City of Marysville
City of Wheatland

CITY OF ROSEVILLE (Placer County)

Members of the Commission

GEORGE McFEELY, (Chairman)
Supervisor, Sutter County
WILLIAM H. KELLER (Vice Chairman)
Councilman, City of Woodland
CEDRO T. CASADO, Mayor
City of Galt
WILLIAM E. DUNCAN, Supervisor
Yolo County
LAWRENCE MARK, Councilman
City of Yuba City
JIM PHARRIS, Supervisor
Yuba County
ANNE RUDIN, Councilwoman
City of Sacramento
TED SHEEDY, Supervisor
Sacramento County
GEORGE H. ULRICH, Councilman
City of Wheatland
OWEN R. WALTRIP, JR., Councilman
City of Roseville

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